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CHILD WELFARE WORK IN OREGON

A STUDY
OF PUBLIC AND PRIVATE AGENCIES AND INSTITUTIONS
FOR THE CARE OF DEPENDENT, DELINQUENT
AND DEFECTIVE CHILDREN

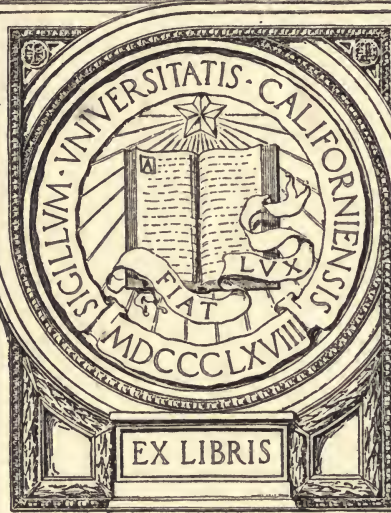
By W. H. SLINGERLAND, Ph. D.



FOR THE
OREGON CHILD WELFARE COMMISSION

JULY BULLETIN
EXTENSION DIVISION, UNIVERSITY OF OREGON
1918

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FOR THE CARE OF DEPENDENT, DELINQUENT
AND DEFECTIVE CHILDREN

By W. H. SLINGERLAND, Ph. D.

Special Agent Department of Child-helping
Russell Sage Foundation, New York

FOR THE
OREGON CHILD WELFARE COMMISSION
Acting as a Committee Appointed by the
State Board of Control, Under Joint Resolution 21 of the
Twenty-ninth Legislative Assembly



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EXTENSION DIVISION, UNIVERSITY OF OREGON
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LETTER OF TRANSMITTAL

To the Honorable The Oregon State Board of Control:

The Oregon Child Welfare Commission hereby transmit to your honorable body the following report by Dr. W. H. Slingerland, of the Russell Sage Foundation of New York, on child-welfare conditions and problems in Oregon. In submitting this report and study, we wish not only to bear testimony to the broad sympathy, intelligence, and expert thoroughness of Dr. Slingerland's work, but to record our conviction that through the medium of his report the Child Welfare Commission, in the most effective manner possible is meeting both the letter and the spirit of the mandate put upon it by you and through you by the Legislature of 1917, through Senate Resolution No. 21, calling for an exhaustive inquiry into all conditions, problems, and desirable betterments with reference to dependent, delinquent, and defective children in this State.

The Russell Sage Foundation has a special department for just this work; and one of the experts in this department is Dr. Slingerland, who has been conducting inquiries and gathering knowledge and experience in all parts of the Union for a series of years. For instance, he has made studies and reported on child conditions in our neighbor-states of California and Washington. When, therefore, the Foundation consented to lend the Oregon Child Welfare Commission Dr. Slingerland's services, and when the Extension Division of the University of Oregon, recognizing the high public import of the researches to be undertaken, agreed to give them its financial and every other necessary support, we eagerly seized upon these means of handling the task assigned us.

At the same time, we have not, in any degree, consciously neglected or evaded the responsibilities placed directly upon ourselves. The members of the Commission have individually and as a group visited and studied institutions and conditions;

have steadily kept in close touch and consultation with Dr. Slingerland; and have actively been copartners in every essential judgment and recommendation that have been admitted into his report. We therefore accept and claim fullest joint responsibility, at the same time that we commend this report, made what it is by his enlightened and constructive vision, to the earnest consideration of your honorable body, of the Legislature, and of the people of Oregon.

Signed,

GEORGE REBEC,

B. W. DEBUSK,

EDMUND S. CONKLIN,

LOUISE C. EHRLMANN,

EARL KILPATRICK,

Oregon Child Welfare Commission.

Eugene, Oregon, August 31, 1918.

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I

STUDY BASIS AND WORKING TERMS

BECAUSE of the "constantly increasing number of dependents, delinquents, incorrigible and subnormal children," already "a burden and a menace to the State," the twenty-ninth Legislative Assembly passed a joint resolution empowering the Board of Control to appoint a Committee of Five for the study of the child welfare situation in the State of Oregon. The Board selected as this Committee, the Oregon Child Welfare Commission, which consists of five members of the faculty of the University of Oregon, chosen because of their special personal fitness and training, and on account of their deep interest in these matters.

The joint resolution made it the duty of the Commission "to visit all private and public institutions in this State having charge and control of minors, and dependent, delinquent, incorrigible and subnormal children." The Commission was instructed to report its findings to the Board of Control, giving an analysis of the numbers and classes of inmates found in the various institutions, and of the causes which led to their being in need of such care, "to the end that these causes shall be ascertained and classified so that ameliorative measures may be taken by the next Legislature."

At the request of the Commission, whose action was endorsed by the Board of Control, the writer became its special agent for the making of this study, and has spent upon it several months of earnest work. Alone, or accompanied by members of the Commission, he has visited and studied the private and public child-caring agencies and institutions of the State. The pages following give a resume of the facts and conditions ascertained by this research. Numerous suggestions and recommendations are made in connection with the descriptions and statistics of the several organizations, and additional general discussions of matters of importance, directly or indirectly called for by the words or spirit of the joint resolution ordering the study, will be found in the latter part of this report.

Important Features of the Study. A state-wide study of this kind emphasizes many features of great importance, among them the following:

- a. The number and types of the child-caring agencies and institutions operating within the State, and the financial investment they represent.
- b. The quantity and quality of the service rendered by them.
- c. The mutual relations of these organizations, and the extent of their helpful cooperation.
- d. The possible limitation or combination of their functions; a matter intimately related to the adequacy of existing institutions to meet the present and future needs of the State.
- e. The known and estimated causes of dependency, delinquency and defectiveness; the possibility of their control or abolition; and the measures to be taken by the State to check or prevent an increase in the numbers of dependent, delinquent and defective children.
- f. Adequate supervision under proper authority of all public and private care of dependent, delinquent and defective children.
- g. The need for the enactment of new child welfare laws; and of a more or less formal State program of child welfare work to cover the needs of the next decade or of a longer period.

At the outset some definition and explanation of terms, methods and purposes is necessary, that the reader may clearly understand and rightly estimate what is presented.

Child Welfare Work Defined. The scope of child welfare work, when the term is used in a broad sense, includes the home, the schools, the churches, all sorts of institutions, and society at large. A full study of this comprehensive field evidently was not contemplated in the action of the Legislature. As used in this study of child welfare work in the State of Oregon, and as commonly used by the social workers of the country, the term child welfare work has a much narrower signification, which relates it definitely to philanthropic activities. This technical meaning limits its direct application to two related, yet measurably distinct, forms of social service.

1. Preventive measures to protect normal children and save them from entering the dependent, delinquent and defective classes.

2. Remedial work for children who are needy, unfortunate, or abnormal in body, mind, or character, whose welfare is sought by the child-caring agencies and institutions.

Working Terms Defined. As an aid to a clear understanding of the report to follow, attention is called to a number of working terms, used constantly in both the descriptive text and the

statistical tables found in later sections. These definitions and explanations are taken in substance and in part literally from standard books on similar themes, and present their common use by child welfare workers of the United States. Quotation marks are omitted, as some of the statements are changed in their wording to fit their present use.

Children who are in trouble or distress because responsible relatives have failed in their duties, are termed "neglected," and are subjects for social work and court action. Very many "neglected" children become dependent, delinquent, or defective.

The term "dependents" is used for all needy and neglected children, whether orphaned or with living parents, who require assistance from those outside of their immediate families or from public funds.

The term "delinquents" applies to the wilful and wayward, requiring some degree of custodial care, and implying, generally, action by some juvenile court. Some who are simply truant or disobedient are called "delinquent," even though they may not have been before a juvenile court; and such are often described as "mild delinquents."

The "defectives" are the mentally deficient and the epileptic, and the physically diseased, crippled, or deformed. In this study reference is mainly to the feeble-minded.

The term "agency" is used to indicate a child-caring organization whose main function is to provide for dependent, delinquent and defective children by placing them in family homes, orphanages, hospitals, special institutions, or reformatories. Some agencies have small institutions, called detention or receiving homes, in which their wards are given temporary care pending more permanent placement.

The term "institutions" is used for those child-caring organizations whose principal function is to provide direct and more or less permanent board and care, and which usually possess considerable plant and equipment for this service.

The "cottage" type of institutions is indicated by limited groups of children in small buildings, and care and spirit in imitation of ordinary family life. Where each cottage is a complete domestic unit, with its own kitchen and dining room, the number of children should not exceed 30 in any one cottage. Where the cooking is done in a general kitchen, the number

should not exceed 50 in any one cottage. The best modern practice is to reduce these numbers, and high-class institutions now build cottages limiting their capacity to 20, 15 or even 10 children.

The "congregate" type of institutions is indicated, generally, by large buildings and care of children en masse, with little approach to family life. The usual minimum number of children in a congregate institution or building is 50; but where the physical equipment, spirit and methods are adapted to mass care, and the treatment of the children is collective rather than individual, these conditions rather than numbers would call for the congregate classification.

The "plant" of an institution includes the grounds, buildings, furnishings and equipment directly connected with the care of children. All other property, including lands, buildings, bonds, mortgages, bequests and invested funds of all kinds, is counted "endowment," whether or not it has been definitely set aside as such by the institution. Plant and endowment added, make the total value of property.

The "value of property" is generally partly estimated. Usually it is set forth by the officers of the various institutions; but sometimes it is necessary for the visitor to make the estimate, after careful consultations.

The "capacity" of an institution is the number of children for whom sleeping accommodations are or properly can be provided.

The term "regular employe" or worker usually means one paid a salary for devoting all of his or her time to the service; but may include, as in Catholic institutions, those who are regularly employed but have no stated financial compensation.

When used in tables or descriptions of child-caring work, the term "maintenance" refers to the current expenses of an institution for a year; and cost "per capita" means the expense for a single child for a year. The "per capitas" are usually based on the average number of children in care during the year of the report.

To "place with kin" is to place children with relatives of the first and second degrees—parents, grandparents, brothers or sisters.

The term "child-placing in families," or placing-out, means

to place dependent or delinquent children in the families of others than relatives within the second degree, for the purpose of providing homes for such children. Child-placing in families has three forms or types:

a. Placing in "free homes"; the form generally used for the more permanent kinds of placement, and for orphans, foundlings, and other children permanently separated from living parents.

b. Placing in "boarding homes"; the form generally used when only temporary care is required, and the legal status or physical condition of the children, or expectation that parents may reestablish a proper home, makes such an arrangement necessary.

c. Placing in "working homes," sometimes called "wage homes"; the form used for large boys and girls, who are able to earn their board and keep, and perhaps some wages in addition. The homes are selected and agreements made by the agency or institution, and the ward and the home remain under observation and supervision during the period covered.

An agency or institution is said to do "child-placing in families" when it selects homes and officially locates its wards in family homes; or secures work including homes for any number of its minor wards, and by authority of its guardianship officially arranges for their location in such homes, either as paying boarders, free inmates, or paid workers.

"Public funds" are those derived from taxation, whether administered by State, county, or municipal authorities. Private institutions receive public funds in one of two ways—lump subsidies or per capita payments for the care of designated children.

"Private funds" are those derived from sources other than taxes, and include receipts from special gifts, income from endowments, general donations, entertainments, tag days, and other money gathering methods.

"Public institutions" are those wholly supported by public funds, and controlled and managed by public officials, elected or appointed.

"Private institutions" are those partly or wholly supported by private funds, and controlled and managed by private boards, which are usually self-perpetuating, and operated by their employes. When institutions are privately managed but receive a large part of their support from public funds, they are sometimes termed "semi-public," as in New York and Pennsylvania.

The term "supervision" has a definite meaning to social workers, but is exceedingly lame in practice in many states.

Supervision of child welfare work is of two types—supervision of children placed-out in families by agencies and institutions, and supervision of organized agencies and institutions by some proper state authority. Adequate supervision is such as secures the welfare of the children, the homes, and the organizations; and that safeguards the vital interests of society and the State. Supervision includes the right of the State to follow and pass upon the expenditure of public funds, and to require adequate returns for such investment; but this is the smallest item in the reasons for such work. The greater right of the State is found in its relation to its immature citizens, whose proper support, right physical and mental development, and correct character building it is bound to require from those accepting the responsibility of their care.

Statistical Tables. In making the study the writer personally visited each institution, some of them several times. A schedule was used in order to obtain uniform statistics, and additional facts and impressions were recorded in story form. For convenience of study, reference and tabulation the agencies and institutions are now grouped according to management, function, and other special relations. To set forth clearly and compactly many essential matters in regard to each institution, as related to others doing similar work, two general tables were created, one for public and one for private institutions, each containing six sections and an aggregate of 35 points of information on each institution. Other tables summarize Oregon's public and private provision for children of the dependent, delinquent and defective classes.

The statistics of the 21 agencies and institutions dealt with in these tables are systematically arranged, with a view to making directly visible as many important matters as possible. The successive study of the sections from the first to the sixth will best enable the reader to gain general information in regard to each institution. A like study of the groups of institutions will permit the student to make many suggestive comparisons. The character of the different sections, each a table complete in itself, and the material contained in them, are as follows:

Section A. General. This table is intended to give an outline of the institution's general character and work. It records the location and

name, year of founding, date of the statistical year studied, class and sex of beneficiaries, and age limits for the reception and discharge of inmates.

Section B. Property. This table shows the capacity of the buildings used in the care of children, the cost of plant per bed, the value of the plant itself, the amount of endowment, and the total value of all property.

Section C. Maintenance. This table takes up the annual current expense of each institution, showing the total for maintenance and the amount paid for salaries, with per capita for total maintenance and salaries based upon the average number of children in care. Then follow the amount of public funds received during the year, and its per cent of the annual maintenance expense.

Section D. Averages. This table shows the type of housing, and the average per cent of housing capacity in use during the year. Then follow the number of regular employes, the average number of children in care, and the average number of children per employe.

Section E. Children Served. This and the last section contain the most vital of these statistics. Section E begins the study of comparative numbers by showing the denominational control of the institutions, and the religious affiliation of the children in each. The table then records the number of children in the institution at the beginning of the year covered by the report, the number received during the year, and the total number in care during the year. This last number is the basis for the last section.

Section F. Disposition of Children. To match the entrance statistics in Section E, are those showing what disposition was made of the recorded total, in columns indicating the number placed in family homes, returned to kin or friends, died, disposed of otherwise, and remaining in the institution at the close of the year. A column is also given to the children outside of the institution, but still under its supervision at the close of the year.

The large amounts invested in both the public and the private institutions, as shown by these tables, will be a revelation to the people of the State. Especially will it be astonishing to many to learn that private benevolence has invested in these philanthropic institutions property aggregating not merely thousands, but millions.

It will be noted that the fiscal year covered is not always the same for the different institutions. The latest statistics available are used in each case. The totals for this reason are not exact for any one date, but only approximate. This is true, however, of any statistics, no matter how carefully collected. Nevertheless, in this study the date variations are small, and the statistics were provided by the institution officers themselves, so that they afford a reasonably accurate resume of recent amounts, numbers, and conditions.

The Institutions. Counting the three departments of the work of the Multnomah County Juvenile Court, there are six public and 15 private agencies and institutions whose statistics are available for tabulation. One private institution is not yet

in active operation, having so far only a 300-acre site and a \$200,000 endowment, but no buildings for regular work. Its statistics are included in Sections A and B of the regular tables, but its title is omitted in the remaining sections.

Each institution is treated in brief descriptive paragraphs in its proper group, and the appropriate tables for reference follow the descriptive matter for each group. The public institutions are separately studied, and the private institutions are grouped according to control and function.

Two important State institutions, the School for the Deaf and the School for the Blind, are given definite mention but their statistics are not tabulated. These institutions are a part of Oregon's system of education, are not used for continuous care, and should not be listed among the charities, although they are under the management of the Board of Control. Therefore, they are treated as a distinct class of institutions, with very important functions, but allied naturally to the schools and colleges of the State.

The Child Labor Bureau and other organizations for child welfare, of preventive rather than remedial nature, are also given brief but definite treatment in the descriptive text.

Study and Investigation. As used in describing research efforts, there is a radical difference between the terms "study" and "investigation." Commonly a "study" does not work upon a definite "case," is not made on account of rumors or evidence of wrong conditions, and is not generally concerned with minor details; and its main purpose usually is to outline existing facts, figures, conditions and relations so that those interested may change, enlarge, combine and rearrange what is possessed as the situation may demand. On the other hand, an "investigation" usually takes up some "case" brought to light by rumor or complaint, seeks to find out the truth in regard to matters reported to be unsatisfactory, or to disprove or demonstrate more general conditions that in some way have become the subject of controversy.

In short, the term "investigation" is usually destructive in its implication and application, and "leaves a bad taste in one's mouth"; while the term "study" relates to good as well as bad, almost invariably has a constructive spirit and application, with

its central purposes advancement and betterment. The present effort is a study, not an investigation.

Spirit of the Study. First, so far as human limitations permit, this study is nonpartisan and nonsectarian, and without prejudice or partiality. It has two definite objects—to define and describe the present situation in regard to dependent, delinquent and defective children in Oregon, and to offer some suggestions and recommendations for progress and improvement.

The writer and his colleagues of the Commission recognize the duty of the State to assume the responsibilities of general parenthood for the children within its borders, and especially for those of the classes here under consideration. We accept as a fine expression of this idea Dr. L. Walter Mason's declaration:

"The genius of democracy or fraternalism is mutual rights and mutual benefits. The highest excellencies of human character can only come from the sense of obligation which gives to the weak and dependent, knowing that to the giver there can be no return save the satisfaction which comes from the exercise of the highest function of the mind and heart—parental love. * * * As a matter of fact, quite one-half of the population must be taken care of by the other half. All have rights but only a part have powers. * * * And no adequate treatment can be meted out to the multitudes of dependent little citizens until the State is actuated by the spirit of noblesse oblige, the spirit of an exalted parenthood.*

* State Parenthood for Dependent Children, Dr. L. Walter Mason, Child Welfare Symposium, Department of Child-helping, Russell Sage Foundation, New York, 1915.

II.

THE PUBLIC INSTITUTIONS

✓ **T**HE public child-caring institutions of Oregon include only one county child-placing agency and two institutions, and five state institutions; of which two state institutions are not for full annual care and are chiefly educational in character, hence are not included in the tables with the children's charities.

✓ Correspondence with the County Judges failed to develop any other public institutions regularly caring for children within the State. In a few counties children are held in detention at the city or county jails, or are temporarily cared for at poorhouses. But such cases are declared exceptional and infrequent, and dependents, delinquents and defectives are either ✓ boarded-out in families at county expense or are sent to public or private institutions at Salem or Portland.

✓ Taking up first the county institutions, which are all at Portland, we note that they are service sections under the management of the Multnomah County Juvenile Court. Elsewhere will be found a somewhat detailed description of Juvenile Courts and their work. In this connection only the departments caring for children will be considered. These have reasonably distinct entities and functions, and will be separately treated.

1. Home-placing Department, Juvenile Court, Portland.

✓ This department has been in somewhat formal operation since 1916, although some placing-out was done by the Court previous to that year. A probation officer is appointed to devote her entire time to the home-placing of dependent and mildly delinquent children, who are under the authority of the Court. A very few of these are cases of temporary need, and are placed-out on board; but the great majority are entirely ✓ homeless and are placed in free homes for permanent care, a large number of them with the expectation of full adoption.

So far the probation officer in charge of the department has only one assistant, a stenographer working only part time.

The latest figures available are the records of the work done in 1917. These statistics, given in the table at the close of the descriptions of the public institutions, show that a total of 290 children passed through the department during the year. Of this number 206 were placed-out in family homes, 41 were returned to kin or friends, 39 were disposed of otherwise, and four remained on hand at the close of the year.

A large part of the children handled are located previous to and after assignment to the home-placing department in Frazer Home, the general institution of the Court. From this home the children are distributed to families as suitable homes are found. Other children assigned to the department by the Court remain in other institutions, or in the homes of parents or friends, awaiting the call of the department, when proper homes are available. There were 10 such at the beginning of the year, and as above noted, four at the year's close. Then at the close of the year 1917 there were 142 children out in family homes, not yet adopted, for whose supervision the department was responsible.

The statistics just given show that the work of this department is large and very important. To settle annually the home life during their minority, and probably the entire future destiny of 290 immature citizens of Oregon is a task bearing with it great responsibility. First, the office work, including a thousand consultations and the record keeping for 290 children; second, the finding of over 200 homes that can be approved after careful investigation, the fitting to them of an equal number of children, and the placing of these little ones in the homes of their new foster parents; third, the visitation and supervision of over 140 children, scattered about in as many families, to make sure of their welfare and to arrange for their future, either in the homes where they are located or in new foster homes.

For all of this work the Court provided only one probation officer, with one assistant on part time. To do this according to modern standards more workers would be a necessity. The office work and record keeping alone, for the number handled, should have the full time of two expert workers. To carefully study at least 300 homes applying for children, so as to obtain over 200 suitable for use, and the placement

of selected children in them, would mean large work for one or two more. The general field work, including the visitation and supervision of 140 homes in which children are placed-out, would require very active service if done by a single visitor. At the very least, for the amount of work done in 1917, the department should have four experienced employes on full time. Even if a full force could be employed, reasons are given later why such work by the Juvenile Court is not desirable.

Child-placing in families is a technical and responsible work, for the little children who are given over to the care of strangers are in no way to blame for their dependency, have no volition as to what is to be done with them, and depend for their present care and future welfare upon the faithfulness and skill with which the task of placing them is performed. To attempt to do this work with untrained agents, or with an inadequate force of workers, is to invite very serious criticism, and is likely to result in so many and such disastrous failures in securing the welfare of the children, as to bring child-placing as a method into disrepute.

2. Frazer Home, Juvenile Court, Portland.

This institution was established in 1906, as the Detention Home of the county Juvenile Court. By a gradual development of the work of the Court, and evidently without definite intention of such change, it has become a general institution, with three special functions. It is still a Detention Home for the temporary care of children related to the Court, who are waiting for the determination of their cases, or who are held as witnesses in the cases of others. It is also a receiving home, for the temporary care of children assigned to the Home-placing Department. Thirdly, it is a commitment institution, to which the Court commits the delinquent boys who are too small or young to be sent to "The Ranch," and the delinquent girls that the Court does not care to send to the State Industrial School. The delinquent boys and girls are separated from the dependents as much as the construction of the building will permit, but there is much of mingling in spite of all efforts to prevent it.

Frazer Home is a frame building of two stories, with a usable attic, and stands upon a fine tract of four acres in the northern

part of the city. Its capacity is 70 children. The building is partly modern, and is in fairly good condition, but is far from being suitable for even the Detention Home work alone of a large city like Portland. There is a small "portable" city school building on the property, and a school session covering only one-half of each school day, and the grammar grades, is provided by the city School Board. Evidently better school privileges should be given to these wards and children of the city.

The average number of children in care during 1917 was 25, and the institution cared for a total of 508 children. Of these at least 186 were wards of the court, for whom "history sheets" were made out, and who for the main part were definitely "committed" to the Home for various periods. The rest were informally assigned there, as temporary dependents or for placing-out by the Home-placing Department. Of these at least 113 were found homes by the Department. By authority of the Court 241 of the year's inmates returned to kin or friends, 217 were disposed of otherwise, and 50 remained in care at the end of the year.

a. For a city of the size and wealth of Portland, this institution is inadequate, and is very inferior in character, arrangements, and equipment for the service it is expected to render. Attention is called to the fine Juvenile Court buildings, which include Detention Home service, now in use in Seattle, San Francisco, and Los Angeles. Civic pride added to altruistic desire to do this work according to the best modern standards, should lead Portland to erect in the very near future a building or buildings of similar capacity and equipment.

b. The writer suggests that Frazer Home should not be used for a combined Detention Home and Commitment Institution. It is bad enough when purely detention work is done to mix dependents and delinquents in the same institution; it is much worse when the tenure of stay of the very class likely to exercise bad influence and make trouble of all sorts is increased.

3. Industrial Farm for Boys, (The Ranch), Juvenile Court, Portland.

This institution was established in April, 1918, to provide a place for large boys, delinquent in action but hopeful in possibilities. It was founded on the idea that in many cases boys may be reclaimed by a short commitment to an institution where special personal influence may be brought to bear, and pass back into society without the stigma that attaches to commitment to the State Training School.

"The Ranch," as the little institution is generally called,

is the "Old Poor Farm," a tract of 215 acres, about four miles from the Court House in Portland. The only buildings at present are the Superintendent's cottage, which provides rooms for his use and quarters for eight boys; a boxed-in water tower, with a story finished off for dormitory purposes to accommodate several boys; and a barn, which it is proposed to finish off for dormitory use. The cottage has been repaired and modernized; the other buildings are of rather inferior quality.

The Court has been using "The Ranch" only three months at this writing, (August, 1918). The superintendent and his wife are the only employes. An average of eight boys has been in care. When the full capacity is used, and a dozen or more big, bad boys are housed in the water tower and remodeled barn, other employes will be a necessity, for no one would favor leaving such a group to their own devices, especially at night. The very purpose of the institution demands adequate and high class adult supervision.

The tables at the close of this section present the statistics of "The Ranch" for the three months of its active operation. In figuring the per capita this institution was omitted as it has been in operation only three months. But it is evident that the per capita cost of care is extremely high. With the full present capacity used, other employes must be added, and their salaries and maintenance will increase the expense, so that the cost can not be materially lowered in the present plant.

It was planned to erect at once one modern cottage on "The Ranch," with a capacity of 15 or 20 boys, with other cottages to follow; but war conditions and other difficulties in regard to finance have led to an indefinite postponement of the building project. Perhaps this is providential as well as prudential. The site is very hilly, is difficult of access, being miles from a street railway, is said to have been abandoned as a "Poor Farm" because insanitary, and lacks many elements desirable in locating an institution of this kind. Probably by the time funds for building an Industrial Home for Delinquent Boys can be appropriated, some other and better site will be available.

Passing now to the State child-caring institutions, they will be taken up in order, first those for delinquents, then the institution for defectives, and lastly the two educational institutions.

They are numbered in accord with the places assigned them in the tables at the close of the descriptions of the public institutions.

4. State Training School for Boys, Salem.

This important institution for the care and training of delinquent boys is located on a farm of 500 acres, five miles from Salem. It was founded in 1891. The original structure, built at that time, is a very tall and stately building, of striking architecture, four floors above the basement, intended by its



STATE TRAINING SCHOOL

sponsors to house every feature of such an institution within its own walls. Subsequently a large addition was erected at the ends of the original building, providing space for two school rooms, chapel, hospital, dining room, a slight increase in dormitory extent, and a few rooms for employees. Viewed from afar, it is very impressive; studied with reference to use as an institution of this kind, operated according to modern ideas, it is, as one of its present officers tersely said, "a liability rather than an asset."

There is also an industrial building, with tailor shop, shoe shop, laundry, machinery and blacksmith shops. Wooden buildings provide space for the carpenter shop, manual train-

ing department, and gymnasium. These buildings occupy all the level space on the site. There is a court of 120 by 125 feet paved for playground for the entire school.

The institution is said to have a capacity for 140 boys; and from the size of the buildings one would imagine it easy to accommodate that number. But owing to faulty architectural arrangement, beds for that number must occupy space that is adequate for only 100. To relieve present congestion, the superintendent suggests that a family might be housed in the industrial building, using the second floor for dormitory and reading room; the meals being taken in the dining room in the main building. In this case an additional family manager would be required. As a temporary makeshift this seems entirely feasible.

The boys are now divided into two families of 65 to 80 boys each, the number, of course, varying as inmates are admitted and dismissed. These families are too large, and their small number prevents any satisfactory segregation of the boys by classes and ages. The superintendent very earnestly suggests: "Give a man 75 or 80 boys to manage in a main building, handicapped as we are here, and he is subject to the erosion of long hours of dull care without the hope of a measure of success that inspires many souls in the inevitable conflict with delinquent Boydom. The energy that should have full play in building character is to a large degree dissipated in the necessary suppression of too many irrepressibles."

During the year 1917 the school received in new and returned inmates 196 boys; and the total number in care for the year was 314. Of these 189 were placed-out on parole, returned to kin or friends, or disposed of otherwise, leaving 125 in care at the close of the year. There are employed at present a "faculty" of 22 officers and teachers. All the work of the farm and for the school is done by the boys under the supervision of instructors. The boys attend school one-half of each day and work at trades or housework the other half. The maintenance expenses for 1917 amounted to \$36,544, or \$292 for each inmate of the average number in care.

To this school are sent, under Court commitment, delinquent boys from 12 to 18 years of age. Since March, 1918,

health certificates accompany each boy; and since that date history sheets also have been sent with the commitments from Multnomah County, but not from the other counties of the State. For lack of case study diagnoses the officers of the school have had very little knowledge of the boys' past or of their former home life; and this has been a great hindrance to wise and constructive work. This deficiency should be corrected by requiring a history sheet containing a careful case study with each commitment from every county in the State.

Boys are committed for varying terms with the limit age of detention 21 years; but they may be paroled before that age by the Board of Control. The average length of time a boy remains at the institution is less than one year. The system of paroles by which the boys may shorten their stay at the school, and go out to work or return to kin or friends, is not satisfactory under present conditions. There is no special parole officer. The work falls mainly upon the superintendent, whose time is otherwise occupied to the limit, and proper "follow-up-work" is impossible. Parole cards are in use, and correspondence mainly is relied upon for information and return advice and counsel to the paroled boy. This system gives little accurate knowledge of the real progress made by the boy after leaving the school; it does nothing by constructive guidance to bridge the critical period which follows his leaving a life carefully supervised to return to one often of unrestrained freedom; and results very naturally in numerous lapses into misconduct, and the return of an unwarranted number of boys to the custody of the school, hardened and worse than when they were first committed. A parole officer and a revised parole system are immediate necessities. Perhaps a resident chaplain could also act as a parole officer.

It is confessed that proper segregation under present conditions is impossible. The third family, suggested by the superintendent, should be organized without delay, both to segregate the boys more fully by age and character and to enable the officers to do closer and more satisfactory work in character building. The superintendent also urgently asks for a manual training teacher, an instructor in the machinery de-

partment, a good greenhouse and a gardener who understands its care. The added payroll expense incident to the organization of a third family, and the addition of the other employes just mentioned, in his judgment would approximate \$350 to \$400 per month. Surely the State of Oregon can easily provide these necessities for good and efficient service.

It should be remembered that the present four-story main building is as much out of date for this work as an ox team on a modern farm. Much greater success in managing boys and in improving character is possible when segregation is well arranged by age, disposition and other qualities, when the family units are made as small as possible, and when the direct influence of high-class officers and teachers is given free opportunity. Some excellent work may be done in a well-arranged congregate building, but only a real "cottage" plant gives the facilities for the best work according to modern ideas and methods.

The organization of a third family, as recommended above, should be counted only a temporary arrangement. Several cottages, each with a capacity of 30 to 40 boys, should be added to the plant as soon as possible. The cost under present conditions and hiring all the work done, with the site furnished, will not fall far below \$1,000 for each unit of capacity. That is, a cottage for 30 boys will cost about \$30,000. Two or more should be erected at the earliest possible date.

There is a way to lessen the cost in dollars and cents, and yet accomplish more than by the usual contract plan of erection. In many eastern states, and by at least two institutions for large boys in the State of California, satisfactory cottages have been erected by the boys themselves, working under capable instructors, thus reducing the expense to the wages of supervisors and the cost of materials. In Maine and Indiana the boys made the brick with which they built their own cottages. The possibilities along this line are as great in Oregon as elsewhere. The money saving would very likely amount to at least one-third of the contract cost of such buildings; but the money saving to the taxpayers of the State would be less in importance than the knowledge and experience gained by the boys in the work, and the esprit de corps developed in the

student body by the fact that they were actually accomplishing a large work of construction.

It is suggested that the suitable level ground on the present site is inadequate for such enlargement. Perhaps by a frontage on the level with basement outreach over the hillside, proper cottage sites may be found adjacent to the main building. Some way can be found, if the State will provide the money to erect the desired cottages.

There is a good alternative. Oregon should establish a reformatory for boys over 16 and adult first offenders. Other states have set the example. Washington has such an institution at Monroe. The present training school plant could be used as the beginning of such a reformatory, and the training school be moved to another site. This would enable the training school to build a modern cottage plant, arranged and equipped for the care and education of boys from 10 to 16 years of age, where they may be treated as children and be surrounded by a more home-like atmosphere. This would be the ideal solution of the problem, as the present building is better fitted for reformatory work than for the care and development of younger boys.

From the best information obtainable, since the social fabric of the State has been upset by the great war, delinquency is one the increase in Oregon. Work and wage conditions are at least partly resonsible. Hundreds of children, formerly safer in village and country homes, are now in the cities, where the parents have been attracted by high wages, and where the little people are often left to care for and amuse themselves all day long, without parental guidance or control. There are also new temptations, in both country and city, growing out of war conditions, and a laxness of spirit which comes from the events that fill all minds. As a result court cases and commitments are more numerous, and a place must be provided for the delinquents assigned to institutional custody. This applies to both sexes, and to the Industrial School for Girls as well as to the Training School for Boys.

5. State Industrial School for Girls, Salem.

The State Industrial School for Girls is located upon an elevated tract of 66 acres, about four miles from Salem. It was

established in 1913, and was located in temporary quarters until 1915, when it was moved to its present site, on the completion of its first and, so far, only home building. The property is valued at \$75,000. The capacity of the building is properly only about 35, but in order to accommodate a larger number, additional rooms were finished off in the attic, so that it is now possible to accommodate 50 girls.

The purpose of the institution was thus stated by the superintendent: "Our purpose is to return to society girls who can adjust themselves to the ordinary strain of living, and to segre-



STATE SCHOOL FOR GIRLS

gate all others. As a means to this end girls are given industrial training, which will fit them particularly for household pursuits and homemaking. Teachers specially trained are in charge of each department. The courses given for credit are cooking, sewing, laundering, gardening; the housewife arts of cleaning and bedmaking; hand crafts of weaving, plaiting, crochet and basketry; chicken and rabbit rearing; physical culture; music, vocal and instrumental; child study, feeding, training and care of children; and the usual English courses through the eighth grade accredited by the Salem superintendent of schools."

The above extended outline, which might apply very nicely to the prospectus of a private seminary for well-to-do children, leaves nothing to be desired. It is, however, quite doubtful

whether all of these points of excellence are to be found in the every day work of the school. Many of the hand crafts are not actively taught for want of skilled teachers. Music is taught but perfunctorily, and incidentally, although our best institutional experts assure us that music can be made very useful in such schools, both as an adjunct in maintaining discipline and in the happy development of many individual girls. The common branches seem not to have the emphasis in the practical work of the school that seems warranted by the best interests of those served.

These deficiencies are not to be laid to the charge of the officers and workers, but are due primarily to the smallness of the school and the force of employes. Provision for more vigorous schooling, academic, musical and industrial, necessitates many more teachers and larger and more varied equipment. As the institution enlarges and the force of workers increases, it will be possible to select the latter with a view to more nearly carrying out the prospectus outlined above.

The school receives delinquent girls from 12 to 18 years, committed to the institution by the Juvenile Courts of the State, but may also receive women up to the age of 25 years committed by the Municipal Judges. A medical examination is required previous to entrance, and none are admitted who are afflicted with the social diseases. Psychological examinations are given when deemed necessary, to prevent the admission of girls who are feeble-minded. It is said that at least three-fourths of the girls come from broken homes. During the year 1917 a total of 77 girls were in care. These were disposed of as follows: Placed in family homes, six; returned to kin, two; disposed of otherwise, 25; leaving in the institution at the close of the year, 44.

The school session covers only half of each school day; the other half day the girls spend in domestic or farm work. About 40 acres of the tract are in cultivation, and the girls do all of the work except the plowing and cultivating. The arts and crafts of homekeeping are taught in the intervals, as the work demands; and other accomplishments as time and the presence of suitable teachers will permit. The recreation provided for the girls is limited because of lack of equipment. There is no gymnasium. There are no basketball or tennis grounds. There

is little chance for teamplay, and no skilled play director. The only room for recreation is the schoolroom, which is altogether too small for social purposes. In this room there is dancing once a week. Once a month the girls are permitted to give an entertainment to which outsiders may be admitted. The great need of facilities for social games, of an out-door playground, of an enlarged library and more periodical literature, and of an adequate assembly room, are too apparent to require argument.

a. The length of time that a girl remains in the institution depends very largely upon her own conduct. The girls may win a parole after a number of months of residence, by obtaining credit for excellence in work done and personal behavior. After a girl is paroled a report to the superintendent is required once a month. Visits to the girls out on parole are also made. Here again a regular parole officer is a prime necessity, for the superintendent can give to the paroled girls, whose number is constantly increasing, only incidental and occasional attention. At the very time they need guidance and stimulation on right lines, other institutional duties require the superintendent's whole time and most vigorous efforts. A parole officer should be provided.

b. After study of the school and its work, the writer is convinced that the State should at once add to the plant and facilities now in operation, new buildings and equipment sufficient to provide for at least 50 more girls, to meet the increased demands of an enlarging population and the results of war conditions, with the varied additional "faculty" necessary to fit the work of the school to modern standards.

c. Two new "cottages" are recommended, each to accommodate 25 girls, and to be complete domestic units, that is, each to have its own kitchen and dining room. These will cost approximately \$25,000 each, or \$50,000. But they will enable the institution to do its work with much greater success. First, they will allow of the segregation of young girls from older ones, and of first offenders and mild delinquents from hardened "repeaters." By proper planning in erection, some of the deficiencies of the present plant, which are due mainly to the necessity of having everything in one building, may be overcome. Removing extra numbers from the main building may make it possible to provide a gymnasium in the basement; larger facilities for individual and class study of music; more art and craft work; better academic schooling; and perhaps even a satisfactory assembly room may be obtained by some rearrangement.

Greatest of all the possibilities of such additional "cottages" center in the increased opportunities for personal work by housemothers and teachers, and the better character development of the inmates. In choosing new officers and teachers stress should be put upon personal character, previous training, and present fitness for this special work. There are great possibilities before this school, if a proper "cottage" plant is developed, its force of workers made to fit its necessities, and the methods employed brought into accord with the best examples of such institutions in other states.

6. State Institution for Feeble-Minded, Salem.

This very important institution was established in 1907, but was not formally opened until 1908. The objects of the institution are given as follows: "First, prevention of mental defectiveness by segregation; second, such care and attention as will make them as nearly self-supporting as possible; third, custodial care for the idiotic and epileptic." It is located on a farm of 625 acres, about three miles southeast of Salem. The administration building is flanked by five large residence "cottages," each with a capacity for 80 inmates, which by crowding may be made to hold 85 or even 90, of the less afflicted ones, so that the total capacity is about 425. One of the "cot-



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tages" was completed about June, 1918, and is being filled as rapidly as committed girls can be assembled from the different parts of the State.

The property is valued at \$315,000. During the year 1917 the institution cared for a total of 350 inmates. Of these 13 were allowed to return to their kin, 16 died at the institution, and 321 remained in care at the end of the year. The report for 1918, which will include the inmates of the new "cottage," will show an average of over 400 inmates; for the number is only limited by the capacity. There are 56 employes, including all caretakers and teachers. The cost of maintenance for 1917 was \$79,800.

The present superintendent has secured many very well trained and talented teachers, graduates from or former work-

ers in some of the best and most progressive institutions for feeble-minded in the eastern states. It is evident that the institution is doing excellent work in nearly all respects; and the exceptions are due to matters over which the administration has but a limited control. One of these "flies in the ointment" is the inability of the institution to properly segregate the various classes cared for with the present number of cottages. The constant pressure on the officers to receive as many as the buildings can possibly accommodate, forces them to put many of the higher grade imbeciles and morons in close association with others of very low mentality, and some of great physical malformation. Some way should be found to obviate this difficulty, which the superintendent assures the writer can not be overcome except by the erection of more buildings.

It is estimated that Oregon has in its population about 3,000 feeble-minded, of such low grade that they should properly be counted subjects for institutional care. Some of these, after long training under expert teachers specially educated for such work, may become self-supporting under direction and guardianship. The rest should be placed in an institution to remain for life. The people of Oregon should realize that feeble-minded at large in society are a real and constant menace; that the State now can care for only a little over 400; and that action by the Legislature greatly enlarging the present plant should be gladly welcomed by all taxpayers and advocated by all influential citizens.

Dr. Martin W. Barr, superintendent of one of the largest institutions for feeble-minded in Pennsylvania, describes this class in these words: "The victim, the scourge, and the inevitable procreator of a decadent humanity, is the imbecile of whatever grade." Dr. Walter S. Cornell, of Philadelphia, says: "Actually 95 per cent of the feeble-minded are born so." Dr. J. N. Smith, superintendent of the institution at Salem, who has made special studies along this line, says: "Feeble-mindedness is to a large extent the result of heredity, fully 75 or 80 per cent being traceable to this source. The remainder is due to disease or pre-natal influence, and a certain per cent of this is also due to alcoholism. The only way to combat or remove the cause is to prevent reproduction. The only way this can be accomplished is by segregation in homes where the patients

are properly cared for and guarded. These people must always be cared for by the State in some way, and choice must be made as to whether they shall be given private aid, go into the poorhouses, fill the penal institutions, or be humanely and happily provided for in institutions specially fitted for them. The last is the sensible, economic, and truly philanthropic way."

Probably 20 to 30 per cent of the inmates of the Training School for Boys, and 10 per cent of the inmates of the Industrial School for Girls, the latter a somewhat sifted population, are below normal in mentality. In almost every institution for dependents visited in Oregon are several cases of subnormal mentality, the children being kept on year after year, because of the difficulty of getting them into the institution at Salem. Hundreds are at large in the various communities, reproducing their kind at will in and out of wedlock. The general public is suffering this menace, beholding the deterioration of the population, and paying the bills in private homes, in poorhouses, in jails and reformatories, and in the larger state prison for convicted criminals. Yet some people are short sighted enough to oppose enlargement of the only institution in the State that enlightened public opinion and the conclusions of our wisest psychologists unite in counting a humane protection and a proper provision for an unfortunate class.

Five special needs of this institution are presented for the consideration of the people of Oregon, and for the action of their representatives when the Legislature assembles.

a. Speaking conservatively, the institution should have added to its capacity at the earliest possible day cottages to accommodate 200 more inmates. It would be better still if cottages to provide for 300 more could be added within the next biennial period. Special efforts should be made to provide at once for the feeble-minded girls of child-bearing age. On account of war conditions one hesitates to ask urgently for the larger provision, but the need is so great that cottages for 200 children are the "irreducible minimum" that should be considered. This will necessitate the erection of two or three cottages on the order of the ones now in use, which care for 75 to 85 patients; or better still, four cottages which will accommodate 40 to 50 inmates each. The smaller cottages would allow of a better segregation of the different classes of mental defectives, and would each cost about \$20,000 to \$25,000. Frame buildings to match those in use can be erected in Oregon at less cost than any other kind.

b. The present minimum age of reception is five years. This minimum probably was adopted because ordinary psychological tests are not practically usable until about that age. But there are many younger children clearly of the feeble-minded class. The condition manifests itself unmistakably to even casual observers. To say nothing of those hidden in private homes, there are cases in every institution for infants in the State. They must be cared for somewhere. The only provision for such children in

Oregon is a cottage established by the Pacific Coast Rescue and Protective Society, where it is now caring for a dozen or more of these pitiful beings. Yet this is a matter for State provision rather than private benevolence. It is recommended that the minimum age of reception at the State Institution be lowered to one year, and that a "Baby Cottage" be erected and operated for children undoubtedly feeble-minded from one to four years of age.

c. The institution greatly needs a school building, properly fitted with classrooms, a gymnasium, and an auditorium to seat from 200 to 300 people. The cost of a frame building to meet these needs would be from \$15,000 to \$20,000.

d. A hospital building is a real necessity. Some think of the whole institution as a hospital. Not so. As a rule the feeble-minded are fairly healthy. They are simply children who never grow up mentally. When they are ill they should have separate care in a suitably equipped hospital. To provide for this need is only common humanity. A hospital to meet the needs of the institution, according to Dr. Smith's estimates, can be erected at a cost of \$7,000 to \$10,000.

e. In order to have a central place for the school building, to unify the grouping of the cottage buildings, and to remove unsightly piles of wood and a smoking chimney from the center of the campus, it is necessary to remove the heating plant from its present location and place it at the foot of the hill. The estimated cost of this much-needed work is about \$15,000. It would be a great improvement at a very small cost.

Tabulated statistics of the six institutions above described will be found at the close of this section. We now pass to the two educational institutions for children under the management of the Board of Control, which give care to their students only during the school year.

7. Oregon State School for the Deaf, Salem.

This institution was established in 1870 in connection with the School for the Blind, but later was given a separate plant and faculty. It is located on a tract of 52 acres adjoining the city of Salem on the north. The principal buildings are of brick, thoroughly modern in construction, with ample provision for safety, proper light, ventilation and sanitation. The capacity of the buildings is slightly over 100. The pupils under 12 years of age occupy one of the two main buildings, and the older students the other, which also contains the offices and an assembly room. There is a pleasant cottage on the grounds for the superintendent's residence.

All residents of Oregon, six to 21 years of age, too deaf to make satisfactory progress in the public schools, are entitled to admission. About 35 to 40 per cent of these are born deaf. The remainder have lost their hearing from the effects of various diseases, particularly scarlet fever, measles and meningitis.

The Oregon Blue Book thus describes the work of the school:

Its object is purely educational. Its peculiar function is to afford the necessary, modern, centralized facilities for educating the deaf, giving them as far as possible and to a remarkable degree a command of written language, ability to speak and to read speech from the movement of the lips, and sufficient practical industrial training to fit them to be independent, self-supporting, helpful citizens. It is free for the same reasons that the public schools are free. Trained teachers and the most modern methods are employed. The literary work covers all grades from the most elementary to first-year high school. Great emphasis is placed upon



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vocational training. Printing, carpentry and woodworking, farm and garden work, the care of poultry, cooking, laundering, fancy sewing and dressmaking, and household work, are taught.

Children usually enter at about six years of age, knowing no verbal language whatever. They are trained in speech, lip reading, and written language; and in ten or 12 years are taken through the eight grades of public school work, and exceptional pupils do some high school work. Specially trained teachers are required. Most of these must come from the east, and to induce them to come must be paid good salaries. Two special needs are apparent.

a. The most desirable change in present working plans requires an addition to the plant. There should be complete segregation of a primary oral or speech department, in which beginning pupils would not come in contact with the older pupils who know and use the sign language. Expert teachers declare that with young children there is a strong tendency to use the sign language almost to the exclusion of the more difficult spoken or written English. This becomes a serious handicap, hinders their general education, and can only be overcome by their segregation from those who use signs freely. Present accommodations at the school will not permit this segregation. A new "cottage" for the newcomers, slightly removed from the other buildings, a fully equipped home for these beginners until they are established in the regular speech work and lip reading, is greatly desired by the superintendent and his staff of experts. As soon as conditions due to the war will permit, a "cottage" for 30 or 40 pupils should be erected. To match the other buildings the cost will probably be about \$40,000.

b. To maintain the teaching staff at a high plane of efficiency, and meet the extra cost of supplies for the institution, Superintendent E. S. Tillinghast needs an increase in appropriations of at least 25 per cent. The salary advances required to obtain the required expert teachers are phenomenal. It is more and more difficult to obtain and retain a sufficient and efficient working staff. Salaries already have been advanced about 15 per cent over those of 1916, but still are not keeping pace with the high cost of living. Another advance is necessary to obtain the experts without whom the institution can not do its work. The list of supplies, containing 57 articles of common use, shows a present price of 65 per cent higher than in 1916. To meet the needs on these two lines the budget must be increased at least 25 per cent. In spite of war conditions, or rather because of them, the people of Oregon will gladly grant this increase, to maintain at its best this useful and important part of its educational system.

8. Oregon State School for the Blind, Salem.

This institution began its separate existence in 1872, when the Legislature first appropriated money for the education of the blind. The school is located in the southern part of the city of Salem, where it has beautiful and commodious grounds, convenient buildings and suitable apparatus for the instruction of its students. The Oregon Blue Book says: "The primary object of the Oregon State School for the Blind is to furnish the blind children of the State with the best known facilities for acquiring a thorough education, and to train them in some useful profession or manual art by means of which they may assist in contributing to their own support after leaving school. In its aims and objects the school is purely educational." One of the reports of the superintendent states: "The Oregon Institute for the Blind is an educational institution in every sense of the term, and, not, as some suppose, an asylum or hospital for the care of the afflicted."

Children who are residents of the State are entitled to the benefits of the school free of expense. Children who are not residents of the State may be received on the payment of \$250 annually in advance. Pupils are received at any time except during vacation. The best time for a pupil to enter is at the opening of school, the last of September. Parents should endeavor to get their children into school while they are young. It is advisable to enter the child at six years of age.

The conditions of admission are: First, insufficient vision to secure an education in the public schools; second, ability to



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receive intellectual, physical, and moral training; third, willingness to conform to necessary rules and regulations; fourth, good moral character. Literary, musical, industrial, and moral courses of study are taught; and the physical needs of the pupils are met by open air exercises and daily drills in the gymnasium.

The promised attendance for the coming year is above 40. The school and its work should be better known to the people of the State, and the attendance greatly increased. Various matters required for the improvement of the school are asked for by the superintendent, and should be gladly supplied by the people of the State through the Legislature.

Staffs of Workers. Child-caring institutions have characters and may be said to almost possess personalities. They are made and judged more by their human working forces than by their physical plants. The staff has been called the soul of an institution. Upon the institution under whose names it serves the staff sets the stamp of its own character and combined personality. Its spirit and its influence dominate.

This fact makes the appointment of officers, teachers, and other employes in all institutions, but especially in those under public management, a matter of grave responsibility. It often happens that poor and untrained workers lower the tone and efficiency of an institution until there is a scandal, and an "investigation" becomes necessary. Carefully selected, trained workers are the only basis for institutional success. Good physical plants are desirable; good staffs are necessities.

It has been known in eastern states that staffs of important institutions were made up of political appointees, who without previous training or experience were given responsible positions as pay for partisan service. Some of these officials were talented, finely educated, and highly respectable, but as unfit for the duties they assumed as a country school teacher would be for the presidency of a university. Most of them failed miserably; a few, after bitter experiences never made public, won success at State expense. All dwelt officially under the sword of Damocles, and probably were superceded by similar groups at the close of biennial periods. No argument is needed to show the social and economical evil of such methods. The building of institutional staffs should be on the following plan:

- a. All appointments should be made on the basis of merit, training, and experience; and politics and partisanship should have no place in the selection of employes for child-caring institutions.

- b. If workers are thus selected, continuity of service gives additional efficiency. In some eastern states, in regard to some positions, it is held that less than five years of continuous service is unprofitable.

- c. Trained and experienced employes who have given satisfactory service for two or more years, should have their worth recognized by an advancing scale of salaries, proportioned to their positions and responsibilities, to reach a maximum at perhaps the sixth year.

The Statistical Tables. The general statistical table for the public institutions immediately follows. It is in six sections, each of which is a table complete in itself. The sections cover

general matters, property investments, annual maintenance, various averages, the numbers of children served, and the disposition of these children. Any one tracing an institution through these sections from A to F, will obtain 35 points of information, and a reasonably clear idea of its character and work. Study of the group totals will give broader notions as to the State's possessions and work along these lines. Perhaps these tables may serve at least three purposes: First, give a resume of present conditions and activities; second, be a basis for future comparisons in regard to progress and improvement; third, provide forms for later tabulations along similar lines.

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table I—Institutions under Public Management

Section A—General

Agencies and Institutions	Year of Founding	Statistics for Year Ending	Beneficiaries			
			Class	Sex	Age Limits for	
					Reception	Discharge
COUNTY:						
Child-placing Agency						
1. Portland—Home-placing Dept. Juvenile Court.....	1916	5/31 18	Dep. & Del.	Both	Infants to 16 yrs.	Boys 21 yrs. Girls 18 yrs.
General Institution						
2. Portland—Frazer Home (Mult. Co. Juvenile Court)	1906	12/31 17	Dep. & Del.	Both	3 to 18 yrs.	Both sexes 21 years
Institutions for Delinquents						
3. Portland—Industrial Farm for Boys (The Ranch)	1918	7/31 18	Del.	Boys	12 to 17 yrs.	21 years
STATE:						
Institutions for Delinquents						
4. Salem—State Training School for Boys	1891	12/31 17	Del.	Boys	12 to 17 yrs.	21 years
5. Salem—State Industrial School for Girls.....	1913	12/31 17	Del.	Girls	12 to 17 yrs.	18 years
Institution for Defectives						
6. Salem—State Institution for Feeble-minded	1908	12/31 17	Def.	Both	From 5 years up	No limit

Table I—Institutions under Public Management

Section B—Property

Agencies and Institutions	Capacity of Buildings	Cost of Plant Per Bed	Value of Property		
			Value of Grounds	Value of Buildings	Total Value of Property
COUNTY:					
Child-placing Agency					
1. Portland—Home-placing Dept. Juvenile Court	Has none	(Uses offices in County Courthouse)			
General Institution					
2. Portland—Frazer Home (Mult. Co. Juvenile Court).....	70	\$ 429	\$ 20,000	\$ 10,000	\$ 30,000
Institution for Delinquents					
3. Portland—Industrial Farm for Boys (The Ranch)	20	2,550	43,000	8,000	51,000
Total county	90	\$ 900	\$ 63,000	\$ 18,000	\$ 81,000
STATE:					
Institutions for Delinquents					
4. Salem—State Training School for Boys	140	\$1,786	\$100,000	\$150,000	\$250,000
5. Salem—State Industrial School for Girls	50	1,500	9,000	66,000	75,000
Institution for Defectives					
6. Salem—State Institution for Feeble-minded	425	741	95,000	220,000	315,000
Total state.....	615	\$1,041	\$204,000	\$436,000	\$640,000
Grand total public insts.	705	\$1,023	\$267,000	\$454,000	\$721,000

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table I—Institutions under Public Management

Section C—Maintenance

Agencies and Institutions	Annual Expenses				Public Funds	
	Total Exp.	Per Capita	Salaries		Amount Received	Per Cent of Exp.
			Amount	Per Capita		
COUNTY:						
Child-placing Agency						
1. Portland—Home-placing Dept. Juvenile Court	\$ 1,990	*\$ 7	\$ 1,740	*\$ 6	\$ 1,990	100
General Institution						
2. Portland—Frazer Home, (Mult. Co. Juvenile Court)....	8,547	342	3,900	156	8,547	100
Institution for Delinquents						
3. Portland—Industrial Farm for Boys (The Ranch).....	1,400	†.....	625	†.....	1,400	100
Total County	\$ 11,937	†\$342	\$ 6,265	†\$156	\$ 11,937	100
STATE:						
Institutions for Delinquents						
4. Salem—State Training School for Boys	\$ 36,544	\$292	\$13,924	\$111	\$ 36,544	100
5. Salem—State Industrial School for Girls	15,981	381	5,262	125	15,981	100
Institution for Defectives						
6. Salem—State Institution for Feeble-minded	79,800	250	30,143	94	79,800	100
Total state	\$132,325	\$272	\$49,329	\$101	\$132,325	100
Grand total public insts.	\$144,262	\$§275	\$55,594	\$§102	\$144,262	100

Table I—Institutions under Public Management

Section D—Averages

Agencies and Institutions	Type of Housing	Average Percent Capacity In Use	Average Numbers		
			Children in Care	Regular Employees	Children Per Employee
COUNTY:					
Child-placing Agency					
1. Portland—Home-placing Dept. Juvenile Court.....	No Bldg.	.....	6	2	3
General Institution					
2. Portland—Frazer Home (Mult. Co. Juvenile Court)....	Cong.	36	25	5	5
Institution for Delinquents					
3. Portland—Industrial Farm for Boys (The Ranch)	Cott.	40	8	2	4
Total county		76	39	9	4.3
STATE:					
Institutions for Delinquents					
4. Salem—State Training School for Boys	Cong.	89	125	22	5.7
5. Salem—State Industrial School for Girls	Cong.	84	42	8	5.3
Institution for Defectives					
6. Salem—State Institution for Feeble-minded	Large Cott.	||99	320	56	5.7
Total state .....		||95	487	86	5.7
Grand total public insts.		.....	526	95	5.5

* Per capitas based on entire number handled by the department.

† In operation only three months; per capitas omitted.

‡ Frazer Home only; others omitted as special.

§ State institutions and Frazer Home only included for per capitas.

|| Based on 1917 capacity of institution; same carried into total.

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table I—Institutions under Public Management Section E—Children Served

Agencies and Institutions	Religious Affiliation			Children in Institutions		
	Of Insti- tutions	Of Children		In Insti- tution Begin- ning of Year	Receivd During Year	Total in Care During Year
		Catholic	Non- Catholic			
COUNTY:						
Child-placing Agency						
1. Portland—Home-placing Dept. Juvenile Court.....	Nonsec.	25	265	10	280	290
General Institution						
2. Portland—Frazer Home, (Mult. Co. Juvenile Court)....	Nonsec.	26	*482	20	488	508
Institution for Delinquents						
3. Portland—Industrial Farm for Boys (The Ranch).....	Nonsec.	6	16	.....	22	22
Total county		57	763	30	790	820
STATE:						
Institutions for Delinquents						
4. Salem—State Training School for Boys.....	Nonsec.	43	271	118	196	314
5. Salem—State Industrial School for Girls	Nonsec.	8	69	47	30	77
Institution for Defectives						
6. Salem—State Institution for Feeble-minded	Nonsec.	30	320	315	35	350
Total state		81	660	480	261	741
Grand total public insts.....		138	1,423	510	1,051	1,561

Table I—Institutions under Public Mang't. Section F—Disposition of Children

Agencies and Institutions	Placed in Family Homes	Returned to Kin or Friends	Died	Disposed of Other wise	In Institution at Close of Year	Under Supervision at Close of Year
COUNTY:						
Child-placing Agency						
1. Portland — Home-placing Dept. Juvenile Court	206	41	.....	39	4	142
General Institution						
2. Portland—Frazer Home, (Mult. Co. Juvenile Court)....	.....	241	.....	†217	50	.....
Institution for Delinquents						
3. Portland—Industrial Home for Boys (The Ranch).....	.....	4	.....	8	10	.....
Total county	206	286	.....	264	64	142
STATE:						
Institutions for Delinquents						
4. Salem—State Training School for Boys	50	108	.....	31	125	176
5. Salem—State Industrial School for Girls.....	6	2	.....	25	44	35
Institution for Defectives						
6. Salem—State Institution for Feeble-minded .....	.....	13	16	.....	321	.....
Total state	56	123	16	56	490	211
Grand total public insts.....	262	409	16	320	554	353

* There were twenty-six Catholic children among the 186 committed county wards; no history sheets are kept of cases only assigned to the Home for detention.

† At least 113 of these were placed in families by the Home-placing department.

III

THE PRIVATE INSTITUTIONS

IN its remedial measures society has to do with the orphan, the deserted, the delinquent, the mentally or physically deficient, and the children of the very poor. The mere statement of these classes really sums up the causes underlying the necessity for social action.

The private child-caring institutions established in Oregon for the shelter and support of these classes are 15 in number, five of them under Roman Catholic and ten under nonsectarian control. Most of them are located in the city of Portland, and the remainder are in the vicinity of that city. They have an aggregate capacity for over 1,100 children, and have invested in them over \$2,000,000.

These fifteen institutions cover quite fully although not adequately the classes above mentioned, except the physically defective, for whom no orthopedic hospital is provided. In this section the institutions are so outlined that even the casual reader may obtain a good general idea of the work and character of each, and the more diligent student by the careful observation of the six sections of Table II, found on later pages, may secure many additional facts and make numerous suggestive comparisons. The institutions are treated in the same order as they appear in the tables—alphabetically by location, in groups according to function.

1. St. Mary's Home for Boys, Beaverton.

Founded, 1889. For the care of orphan and dependent boys from six to 16 years of age. An institution of the Roman Catholic church. The site contains over 300 acres of land, largely in cultivation, and valued at \$75,000. The main home building is a large frame structure, three stories and basement, of the regular congregate type, mainly modern in equipment, and valued at \$100,000. The total value of the property is \$175,000. Monsignor James Rauw is superintendent. The working force consists of 15 Sisters of the Order of St. Mary, and six men including the superintendent. There is a head farmer, and most of the men are his assistants.

The institution contains only boys of school age, and does its own grammar school work, to and including the eighth grade, and then sends its advanced pupils to the Beaverton high school. There is always at least one trained nurse among the workers. The boys appeared to be strong, healthy and well nourished. During the year 1917 the institution cared for a total of 196 boys, of whom 129 were Catholic and 67 were Protestant. The average number of boys in care during the year was 130; the total cost of care was \$23,592; and the aver-



ST. MARY'S HOME FOR BOYS, BEAVERTON

age per capita cost was \$175. General conditions are as good as can be expected in a building of this kind, but a few points could be greatly improved.

a. Several of the dormitories are crowded, having more beds than the capacity of the rooms can properly accommodate.

b. Recreation equipment and facilities are small and crude and should be increased, and a play director provided.

c. The instruction of the older boys in farm and dairy methods should be more emphasized, and facilities for manual and vocational training should be increased and utilized. It is fair to say that in time this item will be arranged for by the aid of the Levi Anderson Industrial School, which will come into operation "after the war."

2. Levi Anderson Industrial School for Boys, Beaverton.

Founded, 1918. For the care and industrial training of dependent boys from 12 to 21 years of age. An institution of the Roman Catholic church. Established but not yet in operation. The site contains over 300 acres of land, partly in cultivation, and valued at \$70,000. The location is immediately adjacent to the farm site of St. Mary's Home for Boys, to which in a sense it is to be a supplement, taking the permanent wards of St. Mary's at 12 to 14 years of age and giving to them special training in agriculture, horticulture, dairying, and a number of trades. In addition to the site, the prospective school possesses an endowment of \$200,000.

Owing to the fact that military service in the ranks or with the Knights of Columbus has temporarily taken away many of the younger Brothers and Catholic laymen suitable for workers and teachers in such a school, and because of the high cost of building under present conditions, the erection of the plant has been deferred until after the war.

3. Christie Home for Orphan Girls, Oswego.

Founded, 1859. For the care of orphan and dependent girls from six to 18 years of age. An institution of the Roman Catholic church. The site contains 125 acres of land, mostly in cultivation, and valued at \$62,000. The main home building is a fine brick structure, three stories and basement, with wide halls and many large windows, is mainly modern in equipment, and is valued at \$275,000. Total value of property, \$337,000. Sister Superior Mary Elmire is assisted by about 15 Sisters of the Order of the Holy Names, and a number of teaching Sisters from the nearby normal school of the order.

At one side is a building whose first floor is used as the institution laundry, above which are quarters arranged as a detention cottage for newcomers. So far as inquiry has revealed the situation, this is the only child-caring institution in Oregon that as a regular thing uses a separate detention cottage for children on their arrival, to safeguard the main body from possible contagion and epidemics.

The institution school covers all of the grammar grades, with special attention to music, after which any promising

older pupils are sent to suitable Catholic academies or special schools. The school work is made excellent and interesting by the number and variety of teachers possible on account of nearness to the normal school, and by supplying parochial school privileges to all Catholic families within reaching distance of the institution. This last keeps the girls in touch with the girls of ordinary families and family life, which is very desirable.

The girls seemed to be happy, healthy and well nourished. A few of those in care were noticed who are evidently of low mentality; and it is to be regretted that such are obliged to



CHRISTIE HOME FOR ORPHAN GIRLS, OSWEGO

remain in an institution intended and well fitted to care for and educate those who are normal, because they can not be provided for at the State Institution for Feeble-minded. The buildings, the furnishings, and all observable phases of the work done, were above the average, and deserve commendation. During the year 1917 the home cared for a total of 189 girls, of whom 130 were Catholic and 59 were Protestant. The average number of girls in care was 130; the total cost of maintenance was \$18,314; and the average per capita cost of care was \$141. While a typical congregate orphanage, this institution is of high grade, and visitors are favorably impressed.

4. St. Agnes' Foundling Asylum, Parkplace.

Founded, 1902. For the care of dependent infants and young children up to ten years of age. An institution of the Roman Catholic church. The site contains 50 acres, under high cultivation, and valued at \$50,000. The main building is a brick structure, originally erected for the use of the Sisters of the Good Shepherd, who care for large girls, and is now old and somewhat unsuited for its present work, but is too large and valuable to give up or replace for some time to come. A second building, frame, two stories, is used as a school house, playrooms, and dormitories for the older children, who take



ST. AGNES' FOUNDLING ASYLUM, PARKPLACE

their meals in the main dining room. The buildings are valued at \$60,000. Total value of property, \$110,000. Sister Superior M. Camilles, and nine other Sisters of Mercy and about six other employes are the working force.

Most of the babies, of whom there were about 25 in care when the institution was visited, appear to be amply fed and tenderly cared for. A few, as might be expected when they come mainly from very unfavorable conditions, were anemic and of unfavorable prospects. About two-thirds of the children are from homes where either one or both of the parents are dead; the other third are real foundlings and other children sent in by the various Juvenile Courts throughout the State because of parental neglect or desertion. The older children were in fairly good condition.

A number of the children in this institution also are feeble-minded, and ought to be provided for in the State Institution. Two or more of the Sisters are trained nurses. There were only four deaths in this large group of small children during the year 1917, which speaks well for their efficiency. Considering the defects of the plant, the work seems to be excellently done. Fault-finding is easy; the care of bottle-fed babies in an institution nursery is one of the hardest tasks in the whole realm of child welfare work. If possible the writer would do away with institution nurseries entirely, and board out all dependent infants in carefully selected and supervised families.

During 1917 the institution cared for a total of 155 children, of whom 99 were Catholic and 56 were Protestant. There were about 20 small babies on hand, and about 73 children from one to ten years old, making an average in care of 93; the total cost of maintenance for the year was \$12,000; and the average per capita cost of care was \$129. Without entering into details as to observed needs, the writer recommends as follows:

a. That special efforts be made by the friends of the institution to raise additional funds for its support. There are evidences of too close economy; and some deficiencies in supplies and equipment are apparent. We have no doubt that conditions would be bettered if a larger income were provided.

b. The attention of generous Catholic parishes should be called to a shortage in infants' garments and bedding, that those interested in the work may have a chance to donate abundant supplies.

c. The solid brick building can not readily be modified in its arrangement, but it is easily possible to improve some of the badly worn floors, to add to light and ventilation by cutting in a few new windows, and perhaps some special equipment for the care of babies would be welcomed by the Sisters. Much of the furnishing has been in use a long time, and should be replaced. All of which spells money, and calls for liberal action on the part of friends of the institution.

5. House of the Good Shepherd, Portland.

Founded, 1902. For the care and training of delinquent girls from eight to 18 years of age. An institution of the Roman Catholic church. The site is in the northern part of the city, and contains 10 acres, valued on too conservative a basis at \$16,000. We have no doubt that if put on the market for residence lots, the tract would bring several times that sum. The "House" itself is a new building, a fine three-story steel frame and brick structure, with steel doors and stairways and concrete floors, all in every way as fire-proof in construction

as possible. It is the best building in these respects for child-caring work in the State of Oregon. Its high qualities were a matter of surprise and pleasure to the writer and the members of the Commission, who together visited the institution. The Sisters modestly valued the building at \$130,000. In our judgment it could not now be erected for less than \$200,000. But in accord with the wish of the Sisters, the total value of this fine property is tabulated at \$146,000.



HOUSE OF THE GOOD SHEPHERD, PORTLAND

There are no barred windows, and there is no wall or fence around the building. The Sisters depend for the retention of their wayward wards upon moral suasion and personal watchfulness. Sister Superior Mary Lucinda Rose, is assisted by 14 other Sisters of the Good Shepherd and four paid employes. The girls, all of whom are of working age, either aid in household matters or work in the commercial laundry, which in all parts of the United States is the main support for Houses of the Good Shepherd. Part of the girls work in the forenoon and attend school in the afternoon, and the rest reverse the work and school hours. The institution provides a regular school

for its inmates, to and including the eighth grade. A piano, several graphophones, a moving picture machine, and other amusement features, provide recreation.

Most of the girls are sent to the institution by Juvenile Courts in counties other than Multnomah, very few having been received from Portland and its vicinity for some time. Some wards are received directly from parents or guardians. Several of the girls are mentally defective; and a few are afflicted with the social diseases. Industrial training is given in plain sewing, art needlework, domestic science, and general housekeeping. Under instruction the girls make their own clothing, including very attractive "best" dresses.

During the year 1917 the institution cared for a total of 155 inmates, of whom 37 were Catholic and 118 were Protestant. The large proportion of Protestant girls in this Catholic institution is accounted for by the fact that the State Industrial School for Girls, with a capacity for only 50, is utterly inadequate for the needs of this class, and many Juvenile Court Judges have committed scores to this institution who under different circumstances would have been committed elsewhere. The average number of girls in care during 1917 was 83; and as the capacity of the building is 150, an average of only 55 per cent of it was used during the year. The total cost of maintenance was \$14,200; and the average per capita cost of care was \$171. The amount received from public funds was only \$4,589, or 32 per cent of the cost of maintenance.

In Table II at the close of this section, it will be noted that the Catholic institutions are grouped apart from the ten non-Catholic. This was done for the purpose of properly crediting the Catholic people of Oregon with their property investments, working forces, and numbers of children served. Nine of the ten non-Catholic private child-caring institutions of Oregon are nonsectarian; the tenth is under the control of the Salvation Army, which is almost interdenominational.

The type of service rendered, the numbers of children in the several Catholic institutions, and the cost of care of both dependents and delinquents, should be carefully studied, and compared with both the State work and that of non-Catholic institutions. This study presents the facts, gathered with considerable pains, and leaves the comparisons and conclusions to

the people of the State. The writer realizes that some denominational antagonism has marred the situation in Oregon in the past, but believes that a just and friendly attitude on the part of all concerned will permit the development of satisfactory solutions of all the problems involved.

The ten non-Catholic institutions will next be outlined, in the order in which they appear in Table II, hereafter to be presented.

6. Boys' and Girls' Aid Society, Portland.

Founded, 1885. For the placing-out in families of dependent and neglected children, and "to champion the cause of any child in need or trouble." The organization is a nonsectarian



BOYS' AND GIRLS' AID SOCIETY, PORTLAND

charitable society, under the control of a self-perpetuating board, and does a state-wide work, which has had legislative approval and the cooperation of juvenile courts and county officials for many years. It has a receiving home in Portland for the temporary care of children, but does not expect to give to its wards continued institutional maintenance. The site of the home is a block of land in the eastern part of the city. The building is a two story and basement frame structure, in good repair and fairly well furnished, with a capacity for 70 children. It also contains the offices of the society. The property is valued at \$48,500, in addition to which the society has \$130,500 in general endowment. Total value of property, \$179,000.

The work of this agency is mainly with those children who are entirely homeless, or who for various reasons are taken by the courts temporarily or permanently away from cruel or neglectful, otherwise unworthy, or criminal parents. It receives children from three to 18 years of age. The younger children, up to about eight years, are generally placed in free homes with the expectation of full adoption; the older children also are mainly placed in free homes, but a much smaller part of them are adopted. Some temporary care cases are placed in boarding homes. For the receiving home and the field work of the society from seven to ten workers are constantly employed.

During the year ending April 30, 1918, the agency had in direct care a total of 233 children. Of these 150 were placed-out in family homes, 48 were returned to relatives, 21 were disposed of otherwise and 14 remained on hand at the year's close. At that time it also had 485 children in family homes, not adopted, over whom it exercised its watchful supervision. The cost of the work for the year designated was \$18,593.

Per capitas in the work of child-placing agencies are based on the entire number in care during the year. Ignoring the general supervision of the placed-out children, which is done by the same agents who handle those in direct care, the per capita cost of this society for the year was \$80. Allowing \$10 per child for the expense of supervision of the 485 children in the field, it costs an average of about \$60 for each for the 233 children in direct care. The Boys' and Girls' Aid Society is well up to the average of such societies in its annual expenditures in these respects, but in all states there is a movement for more intensive work in child-placing, especially along the line of adequate supervision. For the direct care or first year work, the average expense of several such societies in other states is \$75. To adequately supervise the children placed-out in family homes, it is estimated that \$25 per year per child is required.

This society, unlike any other of its kind known to the writer, confines its attention to children of three years or older. Instead of leaving the placing-out of babies and little tots to the various institutions, and to the commercial maternity homes, it should enlarge its work to include these children. It is a singular and most undesirable thing that several institutions in Oregon are placing-out children without field agents

for investigation of homes or after-supervision of children; while the only organization maintaining a field force for such work omits the largest and most essential part of it. It is time to change this astonishing method for a better one. Cooperation is the order of the day. The institutions and the child-placing agencies should work together. Elsewhere will be found a discussion of child-placing in families, with special reference to the Oregon situation.

The Boys' and Girls' Aid Society has a good plant for its work, fine, but, so far as support goes, utterly inadequate endowment, stands for child-placing by the best modern methods but lags some in practice and has several very important needs.

a. A steam heating plant for the receiving home. During the coldest part of the year, the two hot air furnaces are insufficient to provide heat for the upper stories, and the children suffer. The expenditure of \$2,000 to \$3,000 for a new plant would remedy this defect.

b. The force of office and especially field workers is too small for the proper reception of new children, the investigation of homes, the correct placement of wards, and the supervision of the 485 children now in the field. The work must be done on commendable lines or courts will be justified in refusing cooperation and the public in declining to give financial support to the society.

c. The society should most earnestly and in the most friendly spirit seek close cooperative relations with all of the institutions within the State caring for dependent children; and arrange if possible to do all of their child-placing for them, especially the placing-out of babies and very small children, or at least to use its field force for the supervision of all children placed-out by private institutions.

d. To provide the necessary funds to support an enlarged and efficient force of workers, the society should inaugurate and permanently continue a financial campaign covering, like its work, all parts of the State. The writer believes that a thorough campaign of this kind, showing to the people the kind and quality of work done and its importance to child welfare within the commonwealth, would bring ample funds for the support of the society.

7. Albertina Kerr Nursery Home, Portland.

Founded, 1912. For the care of dependent infants and small children. One of three child-caring institutions in Oregon established and managed by the Pacific Coast Rescue and Protective Society. The plant is an adapted residence property in the central part of Portland, with an additional cottage on an adjoining lot, used as a dormitory for nurses. The plant is not owned in fee simple by the society, but free use of it is given by Alexander H. Kerr, the owner, it being understood that this property or a better one on a new site will be perman-

ently provided by his generosity. The lots are very valuable, being worth at least \$100,000. The home, which was Mr. Kerr's former residence, with its nurses' home, is valued at \$15,000. Total property value, \$115,000. This is tabulated as though fully in the possession of the society. The institution cares for infants and small children up to five years of age. Any who remain permanently in care are placed out for adoption.

Most of the babies are received on court orders, although some come in by the personal application of parents, especially unmarried mothers. A few are the children of wives, homeless and deserted by their husbands. The society, through its superintendent, Rev. W. G. MacLaren, does regular and thor-



ALBERTINA KERR NURSERY HOME, PORTLAND

ough case work in reference to every application for admission, and prosecutes delinquent fathers whenever it is possible. The majority of the children return to relatives, but when left to the care of the society and placed-out they are visited faithfully till adoptions are completed, after which the adoptive parents are required to report on their welfare to the office each Thanksgiving until the children reach the age of 18 years.

During the year 1917 the institution cared for a total of 83 children. Of these 13 were placed in family homes, 20 were returned to kin, one died, 11 were disposed of otherwise, and 38 remained in care at the end of the year. The society is supervising 50 who are placed-out in families. The expense of the home for the year was \$8,255. The average number in care was 35, and the per capita cost was \$236.

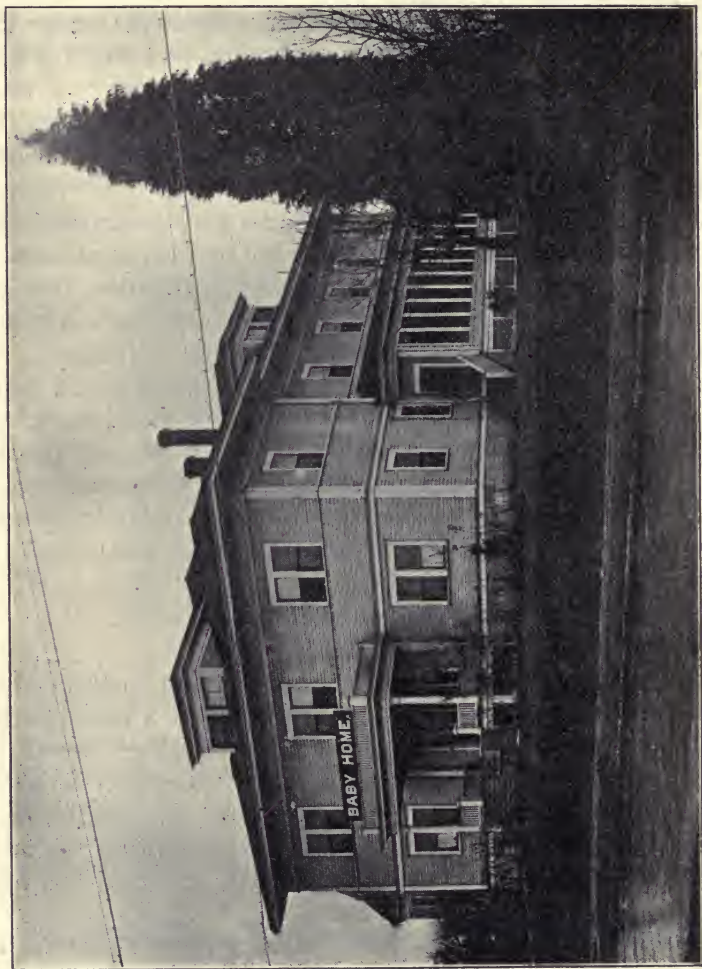
In connection with this nursery home the society found that many babies of distinctly subnormal mentality were permanent wards. Such could not be placed-out in homes, as it was not possible nor was it morally permissible to place a feeble-minded child where a normal child was wanted. The State Institution for Feeble-minded would take no wards under five years of age. There was no place in Oregon provided for such infantile unfortunates. Therefore, this society felt itself obliged to arrange for their care in a special institution. This work will be specially described under the title, Elizabeth Cottage for Feeble-minded.

The Albertina Kerr Home seems to be giving excellent care to these babies, but is somewhat hindered by the deficiencies of the plant. It is not likely that any relief in this direction can come until "after the war." Special recommendations in regard to the plant are omitted because of the peculiar situation. The nurses and workers are recruited from a class of young ladies who are preparing for general missionary and social work, and are of a higher type than ordinary employes in such institutions. Their salaries also are arranged on a missionary basis, for which reason the expense of the work is materially lowered. The same is true of the workers in the other institutions of this society.

8. The Baby Home, Portland.

Founded, 1888. For the care of infants and small children up to three years of age. Under the control of a nonsectarian board of ten members. The site of the institution consists of three acres of land in the southeast part of Portland, valued at \$29,500; the home is a large frame structure, two stories, modern, well equipped for service, and valued at \$27,000. In addition there is an endowment of \$45,500, making the total property value \$102,000.

During the year 1917 the home cared for 182 children. Of these 22 were placed-out for adoption, 46 were returned to relatives, nine died at the institution, 51 were disposed of otherwise, and 54 remained in care at the close of the year. There were 13 children placed-out but not yet adopted at the year's close. The maintenance expense for the year was \$16,529, or per capita cost of \$271 for the average in care. It is estimated



THE BABY HOME, PORTLAND

that five per cent of the inmates are full orphans, 30 per cent half-orphans, and 65 per cent have both parents living. Desertion, poverty, separation, sickness and death of parents are causes behind the reception of these little waifs of humanity by the institution. The home received \$7,257 from the State during the year, or 44 per cent of its expense for maintenance.

Many of the children cared for are left permanently in the institution's care and guardianship. All that are suitable for such action are placed-out in families for a term of years, constituting about 20 per cent of the number in care. Those sent out go for six months on approbation, and are carefully looked after until legally adopted. No supervisory or visiting agent is employed, and the watch care is mainly by correspondence.

9. The Children's Home, Portland.

Founded, 1867. For the care of orphans and other destitute children. A nonsectarian institution, incorporated as "The



THE CHILDREN'S HOME, PORTLAND

Home," and controlled by an elected board of five trustees and the twelve managers of the Ladies' Relief Society. The institution is located in the southern part of the city, on a site containing two city blocks. The site is valued at about \$15,000. The home building was erected about 35 years ago, and is a large old fashioned frame congregate structure, three stories, partly modern in equipment, and kept in fairly good repair. Its capacity is 90 children, and "for the purposes of the institution" it is valued at \$30,000, although as it is unfit for any other use its sale price would certainly be less. Total value of

plant, \$45,000. The home has \$275,000 in productive endowment. Total value of property, \$320,000. The will of the late Mrs. P. J. Mann, long the president of the society, contains a bequest of \$30,000 to the home, which is not counted in the above endowment, as the estate is not yet distributed.

During the year 1917 the home cared for a total of 161 children. Of these 78 were returned to kin, two were disposed of otherwise, and 81 remained in care at the close of the year. The cost of maintenance for the year was \$14,295. The average in care was 83, and the per capita cost was \$172. There are 13 regular employees.

This institution for many years has made a specialty of caring for the children of living parents, who are unable to provide a home for their little ones. Many of these are able after a time to reestablish homes and resume care of their children. These parents are expected, as far as they are able, to contribute to the support of their children while cared for at the home. A majority of those in care are thus temporarily or permanently placed in the home by living parents, who must have been residents of Portland for at least six months, and be deserving of aid. Both boys and girls from three to ten years of age are received. This line of work may be called the special function of the institution.

The officers of the institution plan to purchase a site in another part of the city, and erect on it a modern plant for future work. On account of the war it is likely that the project will be indefinitely postponed.

Since the present plant in all probability must be used for several years, numerous improvements should be made for the better care of the children served. The playgrounds should be made more attractive and fitted with suitable equipment; the rear block of ground, now a grove on a steep sidehill, should be cleared of "poison oak," and made fit for the children's use; the dining room should be refurnished, and backless benches give place to chairs, and other homelike furnishings. Other very desirable improvements can be made at small cost.

10. Odd Fellows' Home of Oregon, Portland.

Founded, 1907. For the care of the dependent children of members of the order in the State of Oregon. The Children's

Cottage is a part of the general institution under the above name, established and managed by the Grand Lodge, for all of the order's dependents. There is a fine tract of nearly seven acres of land in the southeastern part of the city, on which is a large main building, occupied by the aged and infirm dependents, and at some distance the Children's Cottage. The entire property is valued at \$100,000. As the children constitute about one-quarter of the entire number of inmates, 25 per cent, or \$25,000, will be found in the tables accredited to their part of the institution.

The Cottage has a capacity for 30 children, and is well furnished and homelike. During the year ending April 30, 1918, there were 26 children in care. Of these ten were returned to relatives during the year, leaving only 16 in care at the close of the year. The cost of the service was \$4,054. The average in care was 16, and the per capita cost was \$253. While this institution can not be called upon for any dependents except those related to the order, it is well to note that it had only 53 per cent of the capacity occupied during the past year.

11. The Louise Home, Elwood Station. (Seven miles from Portland.)

Founded, 1907. For the care of girls, women, and babies; especially delinquent, infectious and maternity cases among the homeless and the destitute. Like the Albertina Kerr Nursery Home, this is an institution of the Pacific Coast Rescue and Protective Society. While nonsectarian it is essentially a missionary proposition, both in its work and spirit and in the fact that its workers are largely recruited from those who are either already active in religious and social work, or are preparing for such service. The site is a tract of nine acres about seven miles from the business district of Portland, at Elwood Station. The home is a frame structure with a capacity for 40 adults and about ten babies. The property is valued at \$18,500.

Many of the inmates are received under court order, as delinquents. Others are rescued under conditions of special destitution, as deserted wives, or girls abandoned without marriage. The larger part are very young, hardly more than children themselves. Through its superintendent, Rev. W. G. MacLaren, the society makes special investigation of all cases,

follows up deserting husbands or blameworthy men, prosecutes some, others are made to see the errors of their ways and establish a legal home, and in general the name of the society is made to represent its activities.

During the year ending June 30, 1918, the institution cared for a total of 177 inmates. Of these 38 returned to friends and relatives, two died at the home, 97 were disposed of otherwise, and 40 remained in care at the close of the year. There were 35 former inmates and babies out in homes under its supervision at the date of the report. The expense for main-



THE LOUISE HOME, ELWOOD STATION

tenance during the year indicated was \$7,086. The average number of inmates in care was 40, and the per capita cost was \$177. It will be remembered that as a partly missionary institution the cost of salaries is materially below ordinary, which reduces the per capita cost of service.

It should be noted that this is one of four institutions at Portland doing with small variations the same kind of work, for the same classes of unfortunates. As will be seen most of them are using only a small per cent of their capacity, and should be changed in function or more fully utilized for state-wide activities.

12. Florence Crittenton Refuge Home, Portland.

Founded, 1890. For the rescue and moral guidance of unfortunate girls, and the care of their progeny. One of a chain of such institutions, numbering nearly 100, in all parts of the United States. Controlled by a nonsectarian board, but managed on the same general plan as the other institutions in the Crittenton group. It receives girls from 12 years up, with no conditions save to be in need of shelter and help. In recent years the average age of the inmates has constantly lowered, until now many of those received are mere children from 12 to 15 years of age.



FLORENCE CRITTENTON HOME, PORTLAND

The home is a fine frame building, well arranged and kept in most excellent condition, and suitably furnished for the service to be rendered. It is valued at about \$25,000, and is located in the eastern part of the city, upon a site of nine city lots of an equal valuation. Total property value, \$50,000. The capacity is about 50 adults and 30 babies, or 80 in all. It will be noted that only an average of 43 per cent of the capacity was in use during the year indicated. It also appears that during the first seven months of 1918 the numbers have declined still more, so that in July there were only 15 inmates.

The statistics were given for the year 1917. During this year the home cared for a total of 100 inmates. Of these four were placed-out in families, 32 returned to relatives and friends, three died, 37 were disposed of otherwise, and 24 remained in

care at the close of the year. The expense of maintenance was \$5,000, of which \$3,750 came from public funds. The average number in care was 34, and the per capita cost was \$147. If the present decline in cases to be served could be considered permanent, it would be a good thing if this excellent plant could be given a different function, to cover more pressing needs. But it is likely that the future will develop many more unfortunates, and that in any event the managers of the institution would feel that others than themselves should turn to different work.

13. Salvation Army Rescue Home, Portland.

Founded, 1896. For the care of unfortunate girls and women, their reclamation and reform, and the care of their infant children. One of many such institutions under the management of this religious body. The inmates are received from police courts, from relatives, and on personal application for help from the unfortunates themselves. There are many deserted wives, others are girls abandoned by their unworthy lovers, and a few are bad girls who have gone down to the depths. Nearly all cases are pitiful, some are easily reclaimable, and some are hopeless.

The property is located in the eastern part of Portland, and is a large residence, modified to fit the service required. The home is valued at \$17,000. It can accommodate 17 adults and ten children, 27 in all. The work done is excellent of its kind, although the workers are greatly hampered for lack of a building and equipment suitable for doing this service in the best modern way. The army hopes to be able in the near future to erect a new building for this work on a larger site nearer to the edge of the city.

During the year ending October 1, 1918, the home cared for a total of 143 inmates. Of these 53 were placed in family homes, either as workers or for adoption, 57 were returned to friends and relatives, two died at the home, 14 were disposed of otherwise, and 17 remained in care at the close of the year. Like the Florence Crittenton Home, this institution has been established a long time; and its relations to the Salvation Army and the rescue work in Portland are positive and intimate. It is very unlikely that it could be discontinued, or that any one

would favor such a proposition, even though its property is small, and combined care work is over done or provided for in Portland. It meets certain needs in a way that no other institution does, and as perhaps no other can.

14. The White Shield Home, Portland.

Founded, 1917. For the care of unfortunate unmarried mothers, and the temporary care of their children. Established according to the provisions of the will of the late E. Henry Wemme, of Portland, and managed by trustees of his own selection and designation. The will also makes a conditional disposition of the institution to the Christian Science church, of Portland, at a certain date after his demise. This date is already past, but the trustees still manage the home, and are awaiting a court decision as to the provisional disposition of the property. The site contains four acres on the high south bank of the Willamette River in the northern part of Portland, and is valued at \$15,000. The home is a fine brick structure, three stories, absolutely modern in all respects, and equipped with the finest possible appliances for a maternity hospital. The building is valued at \$65,000, and could not now be erected for less than 50 per cent more than that sum. The residue of Mr. Wemme's estate was made an endowment of the institution, and is in excess of \$355,000. Total value of property, \$435,000. The capacity of the institution is about 75, but could easily be made to reach 100.

The home was opened for use August 1, 1917, hence has been in operation just one year. Owing to the fact, already shown in these outlines, that three other homes at Portland are engaged in combined care work, all of them taking maternity cases, this institution has had very little work during the year. The total number in care in 12 months was 44. Of these seven were placed in family homes, ten were returned to kin or friends, 22 were disposed of otherwise, and five remained in care at the year's close. On the average, only 11 per cent of the capacity was in use during the year. This made the average per capita cost \$669, three times the cost of similar service in the other institutions.

It is apparent that four institutions for this class of work are not needed in Portland. The White Shield Home is the

new institution, and if possible should change its function to meet real and pressing needs in the child welfare work of the State. This under the terms of the will may be impossible, but perhaps the substance of the generous testator's wish may be better obtained by a slight variation from the letter than by a slavish interpretation of its words. The writer has in mind two splendid ways in which this great bequest to the people of Oregon might be used to wonderful advantage, one a somewhat temporary, but timely change of function, the other a permanent and much needed addition to the child welfare institutions of the State.

a. The White Shield Home, as a roomy and perfectly equipped hospital, capable of accommodating 100 persons and their necessary attendants, would make an ideal convalescent hospital for Oregon soldiers who are returned to the United States to recover from wounds or shell shock. It would be a gracious and patriotic thing, if within their power to do it, if the trustees could tender the use of this fine building and equipment to the State and to the general government. Possibly the plant might be requisitioned by the general government for such service, and thus cut any legal red tape that might otherwise prevent such use of the property.

b. Oregon greatly needs a well equipped and supported children's orthopedic hospital. There are hundreds of children in the city of Portland, and as many more throughout the State, who would be almost "made over" and fitted for active and useful citizenship, to which they can not now aspire, if they could have the expert and scientific service of such a hospital. The State of Washington has a fine orthopedic hospital for children at Seattle. California has a large one at San Francisco and a good one at Los Angeles. Oregon has none. It would be perfectly in line with the spirit, if not exactly in accord with the letter, of Mr. Wemme's bequest, if it could be permanently devoted to this greatly needed and desired addition to the child welfare institutions of the State.

15. Elizabeth Cottage for Feeble-Minded, Elwood Station.

Founded, 1917. For the care of feeble-minded babies and small children. An institution of the Pacific Coast Rescue and Protective Society. The site is a part of the tract on which the Louise Home is located. The building is a special cottage erected for the purpose, and has a capacity for 15 babies and small children of this class. The cottage and an allowance for suitable grounds from the general tract are valued at about \$5,000. The equipment is plain, but adequate for a beginning of this work. Workers and support are provided by the society, which as previously noted operates upon a partly missionary basis. It is near, but accounts are kept and arrangements of all kinds are made separate from those of the Louise Home. Although small, it is in all essential respects a separate institution.

Elizabeth Cottage was erected to meet a very keenly felt want. The State Institution for Feeble-minded, under the provisions of present statutes, can take no children under five years of age. At the Albertina Kerr Nursery and at the Louise Home, both under the management of this society, many cases of feeble-mindedness were found among the babies in care. Some of these it was necessary to keep for years in direct connection with the normal children, which was unsatisfactory and detrimental in many ways. Finally, when more than a dozen of these doubly unfortunate dependents had accumulated on the society's hands, in very desperation money was raised



ELIZABETH COTTAGE FOR FEEBLE-MINDED, ELWOOD STATION

and Elizabeth Cottage built, to shelter them and others yet to appear, until they should reach a limit of age entitling them to enter the State institution.

The actual work of care in the cottage is less than a year old. During this time 13 babies, all positively feeble-minded and a few also malformed physically, have been in care. One of the pitifully defective babies died, and at the time of this report 12 are still receiving tender and skilful care in this little institution. The cost for maintenance for seven months after the work began was \$1,512. This was at a per capita cost for each child, on the basis of a year at the same rate, of \$216. The small capacity of Elizabeth Cottage precludes the possibility of taking any except the feeble-minded babies found in the other two institutions of the society.

In a recommendation related to the State Institution for Feeble-minded the writer suggested the lowering of the age of admission to that institution to one year, and the erection of a "baby cottage," with a capacity for not over 40 children, in the very near future. That recommendation is now repeated. It is a State duty to care for these "double unfortunates," and the burden should not be laid upon private organizations, whose funds must be raised mainly by appeals to the generosity of citizens who are humane and philanthropic.

The Statistical Tables. The general table in six sections which will be found on the pages following, is designed to put before the reader a 35 point resume of the main matters in relation to each institution. They are the same in topics and treatment as the six sections of Table I, treating in a similar way the public institutions. They should be successively studied by sections from A to F, in order to obtain a concise and clear idea of the character and work of any institution. The totals, both for the Catholic and non-Catholic groups, and for the entire list of private institutions, will be interesting and suggestive. For instance, how many casually informed citizens can guess within a million dollars how much the generous and philanthropic citizens of the State have invested in the property and endowments of these private child-caring institutions? How many can guess within a thousand the number of dependent, delinquent and defective children now cared for by these same institutions? How many can guess within a hundred dollars the average per capita cost of caring for these children for a single year? The reader and student of these pages should try it out on his intelligent neighbors. Some who have done similar testing for such general information, have found the average citizen woefully unenlightened.

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table II—Institutions under Private Management

Section A—General

Agencies and Institutions	Year of Founding	Statistics for Year Ending	Beneficiaries			
			Class	Sex	Age Limits for	
					Reception	Discharge
CATHOLIC INSTITUTIONS						
Institution for Dependents						
1. Beaverton—St. Mary's Home for Boys	1889	12/31 17	Dep.	Boys	6 to 14 yrs.	16 years
2. Beaverton—Levi Anderson Industrial Home for Boys	1918	.....	Dep.	Boys	12 to 21 yrs.	21 years
3. Oswego—Christie Home for Orphan Girls	1859	12/31 17	Dep.	Girls	6 to 16 yrs.	18 years
4. Parkplace—St. Agnes' Foundling Asylum	1902	12/31 17	Dep.	Both	Inf. to 5 yrs.	10 years
Institution for Delinquents						
5. Portland—House of the Good Shepherd	1902	12/31 17	Del.	Girls	8 to 18 yrs.	No limit
NON-CATHOLIC INSTITUTIONS						
Child-placing Agency						
6. Portland—Boys & Girls Aid Society	1885	4/30 18	Dep.	Both	3 to 18 yrs.	Boys 21 Girls 18
Institution for Dependents						
7. Portland—Albertina Kerr Nursery Home.....	1912	12/31 17	Dep.	Both	Inf. to 3 yrs.	5 years
8. Portland—Baby Home, The	1888	12/31 17	Dep.	Both	Inf. to 3 yrs.	4 years
9. Portland—Children's Home, The	1867	12/31 17	Dep.	Both	3 to 10 yrs.	Boys 14 Girls 18
10. Portland—Odd Fellows Home of Oregon.....	1907	4/30 18	Dep.	Both	Inf. to 15 yrs	18 years
Combined Care Institutions						
11. Elwood Station—Louise Home, The	1907	6/30 18	Dep. & Del.	Both	Inf. Boys Girls any age	Inf. B. only G. no limit
12. Portland—Florence Crittenton Refuge Home.....	1890	12/31 17	Dep. & Del.	Both	Inf. Boys Girls any age	Inf. B. only G. no limit
13. Portland—Salvation Army Rescue Home.....	1896	10/1 17	Dep. & Del.	Both	Inf. Boys Girls any age	Inf. B. only G. no limit
14. Portland—White Shield Home	1917	8/1 18	Dep. & Del.	Both	Inf. Boys Girls any age	Inf. B. only G. no limit
Institution for Defectives						
15. Elwood Station—Elizabeth Cott. for Feeble-minded	1917	6/30 18	Def.	Both	Inf. to 4 yrs.	5 years

Note: Institution No. 2, not being in operation, will be omitted after Section B, Property.

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table II—Institutions under Private Management

Section B—Property

Agencies and Institutions	Capacity of Buildings	Cost of Plant Per Bed	Value of Property		
			Value of Plant	Amount of Endowment	Total Value of Property
CATHOLIC INSTITUTIONS:					
Institutions for Dependents					
1. Beaverton—St. Mary's Home for Boys	140	\$1,250	\$ 175,000	None	\$ 175,000
2. Beaverton—Levi Anderson Indus. Home for Boys.....	.....	.....	70,000	\$ 200,000	270,000
3. Oswego—Christie Home for Orphan Girls	150	2,247	337,000	None	337,000
4. Parkplace—St. Agnes' Foundling Asylum	105	1,048	110,000	None	110,000
Total for depts.	395	*\$1,390	\$ 619,000	\$ 200,000	\$ 819,000
Institutions for Delinquents					
5. Portland—House of the Good Shepherd	150	\$ 973	\$ 146,000	None	\$ 146,000
Total for Catholic insts...	545	\$1,275	\$ 765,000	\$ 200,000	\$ 965,000
NON-CATHOLIC INSTITUTIONS					
Child-placing Agency					
6. Portland—Boys and Girls Aid Society	80	\$ 605	\$ 48,500	\$ 130,500	\$ 179,000
Institution for Dependents					
7. Portland—Albertina Kerr Nursery Home	40	\$2,875	\$ 115,000	None	\$ 115,000
8. Portland—Baby Home, The	75	753	56,500	\$ 45,500	102,000
9. Portland—Children's Home, The	90	500	45,000	275,000	320,000
10. Portland—Odd Fellows Home of Oregon	30	833	25,000	None	25,000
Total for dependents.....	235	\$1,028	\$ 241,500	\$ 320,500	\$ 562,000
Combined Care Institutions					
11. Elwood Station—Louise Home, The	50	\$ 370	\$ 18,500	None	\$ 18,500
12. Portland—Florence Crittenton Refuge Home	80	625	50,000	None	50,000
13. Portland—Salvation Army Rescue Home	27	650	17,000	None	17,000
14. Portland—White Shield Home, The	75	1,066	80,000	\$ 355,000	435,000
Total combined care insts.	232	\$ 713	\$ 165,500	\$ 355,000	\$ 520,500
Institution for Defectives					
15. Elwood Station—Elizabeth Cott. for Feeble-minded	15	\$ 333	\$ 5,000	None	\$ 5,000
Total non-Catholic insts.	562	\$ 695	\$ 460,500	\$ 806,000	\$1,266,500
Grand total private insts.	1,107	*\$1,044	\$1,225,500	\$1,006,000	\$2,231,500

* In figuring cost of plant per bed, No. 2 is omitted.

THE PRIVATE INSTITUTIONS

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OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table II—Institutions under Private Management

Section C—Maintenance

Agencies and Institutions	Annual Expenses				Public Funds	
	Total	Per Capita	Salaries		Am't Recd.	Per Cent Exp.
			Amount	Per Capita		
CATHOLIC INSTITUTIONS:						
Institutions for Dependents						
1. Beaverton—St. Mary's Home for Boys	\$ 22,592	\$175	\$ 2,000	\$15	\$10,421	44
3. Oswego—Christie Home for Orphan Girls	18,314	141	1,620	12	8,830	49
4. Park place—St. Agnes' Foundling Asylum	12,000	129	1,800	19	10,186	85
Total for dependents	\$ 53,906	\$150	\$ 5,420	\$15	\$29,437	55
Institution for Delinquents						
5. Portland—House of the Good Shepherd	\$ 14,200	\$171	\$ 3,000	\$36	\$ 4,589	32
Total for Catholic insts..	\$ 68,106	\$154	\$ 8,420	\$19	\$34,026	50
NON-CATHOLIC INSTITUTIONS						
Child-placing Agency						
6. Portland—Boys and Girls Aid Society	\$ 18,593	*\$ 80	\$ 5,446	*\$23	\$ 5,971	32
Institutions for Dependents						
7. Portland—Albertina Kerr Nursery Home	\$ 8,255	\$236	\$ 3,053	\$ 87	\$ 5,073	61
8. Portland—Baby Home, The	16,529	271	6,996	115	7,257	44
9. Portland—Children's Home, The	14,295	172	6,643	80	None	.....
10. Portland—Odd Fellows Home of Oregon	4,054	253	1,500	94	None	.....
Total for dependents	\$ 43,133	\$221	\$18,194	\$ 93	\$12,330	†50
Combined Care Institutions						
11. Elwood Station—Louise Home, The	\$ 7,086	\$177	\$ 1,460	\$ 37	\$ 2,979	42
12. Portland—Florence Crittenton Refuge Home.....	5,000	147	\$ 1,595	47	3,750	75
13. Portland—Salvation Army Rescue Home	5,154	234	1,080	49	1,047	20
14. Portland—White Shield Home, The	5,352	669	2,616	327	None	.....
Total combined care insts	\$ 22,592	\$217	\$ 6,751	\$ 65	\$ 7,776	†45
Institution for Defectives						
15. Elwood Station—Elizabeth Cott. for Feeble-minded.....	\$ 1,512	†\$216	\$ 315	†\$45	\$ 840	56
Total non-Catholic insts...	\$ 85,830	\$217	\$30,706	\$82	\$26,917	†43
Grand total private insts.	\$153,936	\$180	\$39,126	\$45	\$60,943	†46

* Per capitas based on entire number in direct care during the year.

† Per cent based on institutions receiving state aid.

‡ In operation only seven months; per capitas based on year at same rate.

§ Per capitas omit Nos. 6 and 15 as special, and are figured on remainder.

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table II—Institutions under Private Management

Section D—Averages

Agencies and Institutions	Type of Housing	Average Percent Capacity in Use	Average Numbers		
			Children in Care	Employees Regular	Children Per Employee
CATHOLIC INSTITUTIONS:					
Institutions for Dependents					
1. Beaverton—St. Mary's Home for Boys.....	Cong.	96	135	21	6.4
3. Oswego—Christle Home for Orphan Girls.....	Cong.	86	130	18	7.2
4. Parkplace—St. Agnes' Foundling Asylum.....	Cong.	89	93	16	5.8
Total for dependents.....	.....	91	358	55	6.5
Institutions for Delinquents					
5. Portland—House of the Good Shepherd.....	Cong.	55	83	19	4.4
Total for Catholic insts.....	.....	81	441	74	6.0
NON-CATHOLIC INSTITUTIONS					
Child-placing Agency					
6. Portland—Boys and Girls Aid Society.....	Cong.	48	38	7	5.4
Institutions for Dependents					
7. Portland—Albertina Kerr Nurey Home.....	Cong.	87	35	9	3.9
8. Portland—Baby Home, The.....	Cong.	81	61	17	3.6
9. Portland—Children's Home, The.....	Cong.	92	83	13	6.4
10. Portland—Odd Fellows Home of Oregon.....	Cott.	53	16	3	5.3
Total for dependents.....	.....	83	195	42	4.6
Combined Care Institutions					
11. Elwood Station—Louise Home, The.....	Cong.	80	40	6	6.6
12. Portland—Florence Crittenton Refuge Home.....	Cong.	43	34	3	11.3
13. Portland—Salvation Army Rescue Home.....	Cott.	81	22	5	4.4
14. Portland—White Shield Home, The.....	Cong.	11	8	3	2.7
Total combined care insts. ....	.....	45	104	17	6.1
Institutions for Defectives					
15. Elwood Station—Elizabeth Cottage for Feeble-minded.....	Cott.	80	12	2	6.0
Total non-Catholic insts.		62	349	68	5.1
Grand total private insts.		71	790	142	5.6

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OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table II—Institutions under Private Management Section E—Children Served

Agencies and Institutions	Religious Affiliation			Children in Institutions		
	Of Insti- tutions	Of Children		In Insti- tution Begin- ning of Year	Received During Year	Total in Care During Year
		Catholio	Non- Catholio			
CATHOLIC INSTITUTIONS:						
Institutions for Delinquents						
1. Beaverton — St. Mary's Home for Boys	Cath.	129	67	136	60	196
3. Oswego — Christie Home for Orphan Girls.....	Cath.	130	59	134	55	189
4. Park place — St. Agnes' Foundling Asylum	Cath.	99	56	67	88	155
Total for dependents .....	.....	358	182	337	203	540
Institution for Dependents						
5. Portland—House of the Good Shepherd	Cath.	37	118	87	68	155
Total for Catholic insts. ....	.....	395	300	424	271	695
NON-CATHOLIC INSTITUTIONS:						
Child-placing Agency						
6. Portland — Boys and Girls Aid Society	Nonsec.	None	233	36	197	233
Institutions for Dependents						
7. Portland — Albertina Kerr Nursery Home.....	Nonsec.	4	79	31	52	83
8. Portland — Baby Home, The	Nonsec.	29	153	54	128	182
9. Portland — Children's Home, The	Nonsec.	5	156	81	80	161
10. Portland—Odd Fellows Home of Oregon	Nonsec.	None	26	18	8	26
Total for dependents.....	.....	38	414	184	268	452
Combined Care Institutions						
11. Elwood Station — Louise Home, The.....	Nonsec.	11	166	40	137	177
12. Portland — Florence Crittenton Refuge Home.....	Nonsec.	7	93	39	61	100
13. Portland — Salvation Army Rescue Home	S.Army	None	143	26	117	143
14. Portland — White Shield Home, The	Nonsec.	12	32	.....	44	44
Total combined care insts. ....	.....	30	434	105	359	464
Institutions for Defectives						
15. Elwood Station — Elizabeth Cottage for Feeble-minded....	Nonsec.	1	12	.....	13	13
Total non-Catholic insts....	.....	69	1,093	325	837	1,162
Total private insts.....	.....	464	1,393	749	1,108	1,857

OREGON CHILD-CARING AGENCIES AND INSTITUTIONS

Table II—Institutions under Public Management

Section F—
Disposition of Children

Agencies and Institutions	Placed in Family Homes	Returned to Kin or Friends	Died	Disposed of Other- wise	In Insti- tution at Close of Year	Under Supervision at Close of Year
CATHOLIC INSTITUTIONS:						
Institutions for Dependents						
1. Beaverton—St. Mary's Home for Boys.....	5	44	....	13	134	....
3. Oswego—Christie Home for Orphan Girls.....	....	52	....	2	135	....
4. Parkplace—St. Agnes' Foundling Asylum.....	4	44	4	6	97	....
Total for dependents.....	9	140	4	21	366	....
Institution for Delinquents						
5. Portland—House of the Good Shepherd.....	10	58	....	9	78	....
Total for Catholic Insts.....	19	198	4	30	444	....
NON-CATHOLIC INSTITUTIONS:						
Child-placing Agency						
6. Portland—Boys and Girls Aid Society.....	150	48	....	21	14	485
Institutions for Dependents						
7. Portland—Albertina Kerr Nursery Home.....	13	20	1	11	38	50
8. Portland—Baby Home, The	22	46	9	51	54	13
9. Portland—Children's Home, The	....	78	....	2	81	....
10. Portland—Odd Fellows Home of Oregon.....	....	10	....	....	16	....
Total for dependents.....	35	154	10	64	189	63
Combined Care Institutions						
11. Elwood Station—Louise Home, The.....	....	38	2	97	40	35
12. Portland—Florence Crittenton Refuge Home.....	4	32	3	37	24	....
13. Portland—Salvation Army Rescue Home.....	53	57	2	14	17	....
14. Portland—White Shield Home, The.....	7	10	....	22	5	....
Total combined care insts.	64	137	7	170	86	35
Institutions for Defectives						
15. Elwood Station—Elizabeth Cottage for Feeble-minded..	....	....	1	....	12	....
Total non-Catholic insts.	249	339	18	255	301	538
Total private insts.	268	537	22	285	745	583

IV

SUMMARIES AND COMMENTS

MANY of the main facts brought out in the previous sections, and in the tables recording the statistics of the public and private institutions, may be emphasized and made more suggestive by a few summaries and comments. To these attention is now invited.

From the general tables already given, let us construct some tables of totals, combining those of the public and private institutions, and including a number of matters of greatest interest. First, consider the financial investment made by the people of Oregon in behalf of dependent, delinquent and defective children, as shown by the following table.

TABLE III—PROPERTY VALUES

Control	No. of Insts.	Capacity of Insts.	Cost of Plant Per Bed	Value of Plants	Amount of Endowment	Total Value of Property
Public	6	705	\$1,022	\$ 721,000	\$.....	\$ 721,000
Private	15	1,107	1,044	1,225,000	1,006,000	2,231,500
Total.....	21	1,812	\$1,035	\$1,946,500	\$1,006,000	\$2,925,500

That Oregon, by public action and private benevolence, has invested an aggregate of almost three millions of dollars in institutions for these classes, and that the institutions now have a capacity for the care of over 1,800 children, will be a matter of surprise to many. It will be noted that the average cost of plant per bed in the private institutions is a little higher than it is for the public institutions. This will give assurance that the physical conditions in the private institutions are at least equal to those provided under public auspices. It may here be said that in the private institutions the care given, and the moral and educational training provided, are at least equal to the care and training given in the public institutions.

Another surprise to all who have studied the tables is the large amounts annually disbursed for the maintenance of these institutions. The current expenses of the institutions annually are greater than some supposed was the amount of the entire investment for these classes. All knew that the public insti-

tutions were supported by funds raised by taxation; and some citizens supposed that the running expenses of the private institutions also were supplied from public treasuries. It has been said: "The State aid given to private institutions enables them to get rich off the public." Let us put the matter to the test.

TABLE IV—MAINTENANCE EXPENSE

Control	No. of Insts.	Total Maintenance Expense	Per Cent Paid for Salaries	Per Cent Paid for Oth. Exp.	Amount From Public Funds	Per Cent From Public Funds
Public	6	\$144,262	39	61	\$144,262	100
Private	15	153,936	25	75	60,943	46
Total.....	21	\$298,198	32	68	\$205,205	69

It will be noted that the annual maintenance of these institutions amounts to practically \$300,000. It also appears that the private institutions require for their current expenses more than those under public management. The percentage paid for salaries in private institutions is much lower than in the other group, leaving a larger part of the maintenance expense to go into supplies and provisions. And when only 46 per cent of the maintenance of private institutions comes from public funds the claim that they are getting rich through State aid is ridiculous. Take now another summary in relation to per capitas of numbers and expense.

TABLE V—NUMBERS AND EXPENSE

Control	No. of Insts.	Average Numbers			Per Capita Expense		Per Capita Part of Prop. Value
		Children in Care	Regular Employees	Children Per Worker	For Salaries	For Full maintenance	
Public	6	526	95	5.5	\$102	\$275	\$1,371
Private	15	790	142	5.6	45	180	2,837
Total.....	21	1,316	237	5.6	\$ 72	\$227	\$2,243

This summary brings out several interesting matters. On the average there are 1,316 children in care in the 21 institutions; while in Table III we found their present capacity to be 1,812. Only 73 per cent of the capacity is in regular use, while 27 per cent is in reserve for enlarged demands. This reserve is, however, unequally distributed, some lines having practically no reserve, while in others it is large; the situation calling for wise and careful arrangement of work, more real cooperation, and in some cases modification of function. As previously

shown, for some classes there also should be increase of capacity.

The fact that the average per capita cost of maintenance in public institutions is \$275, and in private institutions only \$180, is also of economic importance. The writer and the Child Welfare Commission believe that this lower per capita cost of service is not produced by a poorer quality of care, or smaller opportunities for training, both mental and moral, but rather is due to a combination of conditions that produces like results in every State in the Union. Both public and private institutions are found in every State, each class has a place and a work that can not well be done by the other, and any agitation to do away with either is socially and economically unwise.

The final column of Table V presents another matter too often entirely overlooked. The average number of children in care, in addition to their share in the cost of maintenance, have in effect the use of the property of the institution. For instance, take an institution whose property is worth \$100,000, and that has an average of 100 children in care. It is evident that in effect each of the 100 children has the use of \$1,000 worth of property. Applying this idea to the entire property set aside for this use in Oregon, \$2,952,500, and dividing it by 1,316, the average number of children in care, we find that each inmate of the institutions under observation has the use of \$2,243 worth of property. We must add the interest on this sum to the per capita cost of maintenance, to obtain the real per capita cost of this work.

To answer many queries as to the relative numbers and location of Catholic and non-Catholic children in institutional care, the institutions were asked to give the religious affiliation of their inmates. A summary drawn from the two general tables will be of interest to many people.

TABLE VI—RELIGIOUS AFFILIATION

Control	No. of Insts.	Total Children in Care	Catholic Institutions		Non-Catholic Institutions	
			Catholic Children	Non-Catholic Children	Catholic Children	Non-Catholic Children
Public	6	1,561	.....	.....	138	1,423
Private	15	1,857	395	300	69	1,093
Total.....	21	3,418	395	300	207	2,516

The total children in care refers to the entire number provided for during the year of the report, in most cases meaning 1917. There are many duplications, of course; and as the average in care was 1,316 children, and 3,418 were listed, the average term of stay in the various institutions was less than six months. Beyond the fact that non-Catholic children were listed in all of the Catholic institutions, and that Catholic children were listed in nearly all of the non-Catholic institutions, no special comment is necessary.

A final summary is necessary to define the work done more clearly by combining the reports on numbers of children served.

TABLE VII—CHILDREN IN CARE

Control	No. of Insts.	In Care Beginning of Year	Received During Year	Total in Care Dur- ing Year	Passed Out of Care During Yr.	In Inst. at Close of Year	Under Su- pervision at Close of Yr.
Public	6	510	1,051	1,561	1,007	554	353
Private	15	749	1,108	1,857	1,112	745	583
Total	21	1,259	2,159	3,418	2,119	1,299	936

The numbers in care are increasing, as shown by the figures for the beginning and the close of the year. Again, with a total of 3,418 in care during the year, and an aggregate of 1,299 at the close of the year, we see that the institutional population changes more than two and a half times each annual period. Almost a thousand children are under supervision in families, about one-third, mainly on parole, by the public institutions, and the other two-thirds placed-out for family care by the private institutions. For a State with less than a million in population the showing is one that the citizens may "view with pride." These summaries show a philanthropic investment of \$3,000,000 in behalf of dependent, delinquent and defective children, 21 institutions whose capacity is over 1,800, and that average 1,300 in care, at a cost of \$300,000 a year.

General Points. A few general points may be emphasized at this time:

1. The present institutions cover the field quite fully, save in two respects—there is no children's orthopedic hospital in the State, and no reformatory for boys over 16 and adult first offenders.

2. Several public plants should be enlarged by the erection of new cottages, and their staffs increased by the addition of trained and experienced workers.

3. Several private plants need improvement or renewal, and the institutions more workers, especially those expert and experienced.

4. These descriptions, general tables and summaries make it plain that it would be unwise to favor the establishment of new institutions, demanding large investments and new staffs of workers, except as above indicated.

5. The duty of the present seems to be to center thought, action, and all available finance on the strengthening and improvement of the institutions now in operation. They should be more fully modernized in methods and equipment, to meet the needs of the twentieth century.

6. There should be far greater cooperation among Oregon institutions. The "go it alone" and "do it all" policies of the past are as dead as Caesar. This is the cooperative age in social work, as well as in most other things. Some institutions will need to change, or at least modify, their functions, to best do their work as parts of a united institutional federation, and to rightly serve the children of Oregon.

CHILD-PLACING IN FAMILIES

MANY people in Oregon believe that the State in the near future must care for a greatly increased number of dependent, delinquent and defective children; and that to provide for them a large institution must be erected. It seems to be presumed that the increase will come in two ways—by a partial depopulation of the private institutions now in operation, because State aid is cut off, and as one of the results of the great war.

That the present private institutions for these classes will in any large measure diminish their work, whether or not State aid is continued, may well be doubted. That the war will produce a large number of dependents, is already certain; but it seems quite sure that very few juvenile war dependents will require institutional care. They will be provided for in other ways. However, from various causes and sources a material increase in the number of dependent, delinquent and defective children may be expected, and provision must be made for their care in some proper and adequate way.

Enlargement of the State Institution for Feeble-minded is the wise and economical way to afford additional institutional care for defectives. Enlargement of the State Training and Industrial Schools, as previously recommended, will provide for an increased number of delinquents, from whatever source derived. If a reformatory for boys over 16 and adult first offenders is provided, there will be more capacity in the Training School for the younger delinquent boys. This leaves to be solved only the problem of the proper care of dependent children.

The solution of this problem is not necessarily found in new or enlarged institutions for this class. In fact, while some institutions are necessary, and others may be made useful, the main body of dependent children can best be cared for by a method in definite use for 3,500 years, and increasingly used by the most progressive modern states and communities—child-placing in families. It is urged that Oregon give greater consideration to this method at this time.

The Original Method. This method of caring for dependent children, by placing them in family homes, was first legally and nationally used by the Jews, who have been active in child welfare work longer than any other people of history. In the laws of Moses, recorded in the Bible, and in the Talmud, a body of laws and comments not included in the Pentateuch, we find the first historical records of child welfare work; and they are the only careful and definite provision for orphan and destitute children known concerning any nation of the ancient world. There were special laws to provide for widows and orphans, and enactments in behalf of abandoned and foundling children. It was required that children lacking parental care should be made members of the households of relatives, if any were available, and if none were, some other household; and the children must be trained up for efficient adult life. According to the Talmud, the custom in regard to foundlings was that each such child was taken into the home of a childless couple, who brought it up as their own.

This method of child care, originated so long ago, has continued through all succeeding ages, and has spread to practically all civilized nations. The early Christians, who originally were mainly Jews, took into the new church the child welfare methods of the older organization. For nearly 200 years child-placing in families was the only method for the care of dependents used by the Christian church. It became customary for the bishops to place orphan and other dependent children, for whom no permanent family home at once offered, in the care of selected widows at church expense, thus establishing the equivalent of the boarding-out system practiced by modern societies. Later, institutions were founded, but child-placing in families never was abandoned, and is in operation today on a larger scale, and with more systematic methods, than ever in past ages.

Organizations for Child-placing. The development of modern ideas has made the properly equipped placing-out agency a necessity. In past years many thought that to secure a home for a child in a respectable family was all that was needed to provide for its welfare. But when it was shown that careless child-placing gave rise to many abuses, and that cruel, neglect-

ful, selfish and unworthy people took children for bad and even criminal purposes, social workers saw that child-placing must be regulated, and be done only by organizations that can be brought to account for their actions. So, for over 50 years the work of child-placing has been more and more confined to established and approved agencies, authorized by the State.

While at present the placing of children in family homes in most states is at least nominally in the hands of these child-placing agencies, placing-out is also done as an incidental work by nearly all child-caring institutions. State Training and Industrial Schools practice one form of child-placing when they get jobs including homes for paroled wards, and keep them in these family homes under supervision. Orphanages and children's homes practice another form of it when they get a home and a place to work for their wards at the time these reach the age limit of stay at the institution. Many institutions place-out younger children for adoption, or let supposedly good families "take" them to raise on agreed terms which generally include schooling and moral training. And a large amount of child-placing is done in careless and haphazard ways by juvenile courts, humane societies, associated charities, directors of the poor, hospital people, commercial maternity homes, baby farmers, clergymen, midwives and physicians.

If in some localities child-placing has been in bad repute, the probability is that the reason may be found in the unauthorized and unsystematic methods employed. Poor placing-out gives uncertain and often exceedingly bad results. Good child-placing, under modern safeguards, gives almost uniformly excellent results.

To put the requirements of modern child-placing in a single sentence: Child-placing should be done only after thorough investigation of the applicant, his home, and its environment; the child should be just as thoroughly studied and carefully fitted into the new relationships and location; and both the home and the child should be kept under personal and adequate supervision until the latter receives legal adoption or attains legal age. This work can not be done by slipshod methods without many failures, and deep injustice to the innocent children involved. Therefore, individuals and unauthorized executives, and all public officials not so situated that they can

do the work in a proper way, should be forbidden by law to engage in child-placing. All placing-out in families should be done by authorized agencies or institutions, duly licensed by the State after full investigation of their character, personnel, and equipment, and under positive obligation to do work of high quality.

Arguments for Child-placing. The advocates of child-placing make no attack upon the child-caring institutions, recognizing the fact that some institutions are necessary, and that the work is so large that all types of child welfare work are needed for the care of unfortunate and depressed childhood. But they are very positive in their belief that for normal, needy and homeless children placement in selected foster homes by an efficient agency is better than continued care in an institution. Boarding-out of temporary cases also is now successfully done by many agencies in several states, notably Massachusetts, Pennsylvania and California. Five reasons are outlined here for the extended use of the child-placing plan.

1. **Its Normality.** It is an accepted fact that children reared in institutions are in abnormal relations to family life and society, so long as they are thus massed. When they finally emerge and enter social relations and business, they have to get away from institutional habits and customs, and learn the ways of life in private homes and communities. From all of these handicaps the child placed early in a suitable family home is saved. He has no institutional ideas to forget, no institutional habits to overcome, and no conditions of ordinary life to learn.

2. **Its Economy.** On the average it costs about \$200 a year to board and clothe a child in an institution. The average stay for those who are permanently homeless is estimated at five to six years. In round numbers the average cost of rearing a child in an institution is about \$1,200. Put against this the child-placing plan, which in proportion to numbers served, requires a very small institutional investment, usually all included in office equipment and a small receiving home for temporary care, and in which the chief expense is in actual work done by paid trained agents, who gather up the distressed and unfortunate children, find good family homes for them,

fit them into the homes, and give friendly and efficient after-supervision. The general average cost for three agencies recently studied, and which are representative organizations, was about \$75 per child for the first year's work. The cost of adequate supervision by personal visitation is about \$25 per year per child. Call the term of supervision six years, five after the first. The cost of supervision for five years would be \$125, which added to the \$75 for the first year's work would be a total of \$200. For good measure call it \$250. Please note that the average cost in the Boys' and Girls' Aid Society of Oregon, assigning the entire maintenance expense to the 233 children in direct care, and ignoring all spent on the 485 children under supervision, in 1917 was \$80 per child. Probably \$10 per child was used on supervision; so the actual cost of the first year's work was not over \$60 per child on the 233 in direct care. It is evident from the above that the money cost of placing and supervising a child for six years can be well done at the average cost of its care in an institution for one year.

3. Its Availability. Institutions have a definite capacity. Once filled, only as children die or are removed can others be accommodated. In Oregon on the average changes are more rapid than in many eastern states, but even here the stay, as in St. Mary's Home for Boys, averages between two and three years. This means that only about one-third of the capacity of such an institution is available for new children each year. St. Mary's, like other institutions, has a floating as well as a more permanent population, which reduces the general stay average materially. The more permanent inmates, the really homeless children, average at least five or six years.

On the other hand the child-placing agency has almost unlimited capacity. The supply of available homes seldom anywhere falls below the current demand. In Oregon there are plenty of good homes willing to take children and rear them wisely and efficiently, if they are sought and studied in a business-like way. Without question there is a fair family home for every homeless child. The unlimited availability of the plan should commend it to the social workers of the State, especially as a proper provision for the expected increase in the numbers of dependents.

4. Its Universality. The child-placing plan has almost uni-

versal acceptance the world over as ideally the best method of providing for normal children who are homeless and dependent. As a practical working method it lags but little behind belief in it as an ideal. Never in all the past were so many children annually placed in foster homes by public and private persons, officers, agencies and institutions, as in this second decade of the twentieth century. The laws of every State recognize the method in some form. Nearly every state has one or more of the modern agencies for systematic child-placing. The laws of Oregon recognize the method and approve such agencies. These arrangements are not declining remnants of former processes, but are up-to-date developments in all the leading states of the Union.

5. Its Ultimate Necessity. A leading social worker says: "Whatever makeshifts we create and use in the care of dependent children, the family home is the ultimate institution." All institutional children must finally return to ordinary social conditions as inmates of family homes. Generally, this return is managed by the institution itself, when a ward reaches the age of dismissal. Human beings are not like puppies to be cast out into the pond and forced to swim ashore or drown. Children are too precious to risk in that manner. So at the departure of their wards institutions secure places for them in family homes, or jobs including the protection of homes, so that these immature citizens may start in the outside world under somewhat favorable circumstances. Such official arrangements are a true form of child-placing in families. In this and other ways child-placing is the ultimate necessity in child-caring work.

Types of Placement. There are three types of placement in general use by agencies and institutions. The form to be used in any individual case is determined by various considerations, among which are the needs of the child, its partial or absolute homelessness, its legal relations, and its age and capacity for service. Clear conceptions as to the purposes of these three types of placement are essential to good child-placing.

1. **Boarding Homes.** It is usual to recommend placement in family homes on board, the expense being borne or guaranteed by the agency, for such children as are temporarily separated

from friends and relatives, or whose legal status is not yet determined. Social workers in Portland, who have tested the matter by actual trial, say that excellent boarding homes can be obtained in Oregon, at a reasonable rate and that give satisfactory service. This plan is often used for partial dependents, whose parents can pay a part of the expense of their children's care.

2. Free Homes. Child-placing in families is generally understood as referring to placement in selected private homes, as members of the families, the entire expense of support and responsibility for training being assumed by the foster parents. Infants and the younger boys and girls are usually taken with the expectation of legal adoption. This is the form of child-placing with which the people of Oregon are most familiar. It is the standard and dominant type of child-placing, and is heartily recommended for all suitable dependent children.

3. Working Homes. For large boys and girls, able partly or fully to earn their support, places are found in good families where they can have home conditions and protection, while at the same time beginning to do for themselves. Both agencies and institutions use working homes. Modern usage requires careful selection of the homes; fitting the child to the proposed service; the payment of suitable wages, which are either given to or held for the child; safeguarding the child's interest by a definite agreement; adequate supervision after the placement is made; and reservation by the placing agency of the right to remove the child whenever in its judgment it is for his best interests.

Standard Basis for Child-placing. The necessity for the standardization of child-placing in Oregon must be apparent to all who have noted the matters treated up to this point. The placing-out of children is being engaged in by the incorporated agencies and institutions, by regular hospitals and commercial maternity homes, by baby farm keepers, by clergymen, physicians, midwives, and numerous other individuals. It is time to call a halt on unauthorized work of this kind, and systematize child-placing in established organizations on a modern basis.

The minimum essentials of a good placing-out system should be established by authority of the State, through some appro-

priate channel. To maintain the standards of such work, all agencies and institutions should be required to secure a certificate of approval annually, issued by the proper State department, thus guaranteeing that they are properly qualified and equipped to do the work. Only those so authorized should be permitted to engage in the placing-out of children.

Some of the principal essentials of a standard child-placing system should be recorded for the guidance of social workers and those responsible for State legislative action. The following outline, quoted from advance sheets of the writer's new book on "Child-placing in Families," gives the proper minimum requirements for child-caring organizations, with especial reference to agencies for child-placing:

1. At least five reputable and responsible citizens of the commonwealth, the group including both sexes, associated as a board of incorporators, or a board of trustees or managers, should present for approval to the proper State authorities, articles of association or incorporation, defining the proposed child welfare work, the methods to be used, and the objects to be accomplished.

2. No incorporation should be allowed or charter granted until the project and plans shall have been investigated by said State authority, whose approval shall be based upon reasonable and satisfactory assurance on the following points:

- a. The good character and intentions of the applicants.
- b. The present and prospective need for the service intended by the proposed organization.
- c. The employment of capable trained or experienced workers.
- d. Sufficient financial backing to insure effective work.
- e. The probability of permanence in the proposed organization or institution.
- f. That the methods used and the disposition made of the children served will be in their best interests and in that of society.
- g. Wise and legally drawn articles of incorporation or institutional charter, and related by-laws.
- h. That in the judgment of said State authority the establishment of such an organization is desirable and for the public welfare.

3. All child-placing in families should be done by approved agencies and institutions, that have satisfied a competent State authority that they are reputable and properly qualified to do the work and that pledge themselves to:

- a. Investigate all cases of children offered for reception carefully and thoroughly. This implies the individual and family "case study" so urgently insisted upon and described elsewhere.
- b. Examine and treat children according to their needs. Social, dietetic, medical, and psychological treatment while in temporary care, and the careful fitting of children into new homes or institutions are here implied.
- c. Provide sympathetically and considerately for the happiness and the recreational needs of the children: First, as insuring pleasant and normal living conditions; second, as an essential part of their development and education.
- d. Personally inspect and judiciously select all family homes used. The use of trained paid agents, expert in child-placing work, is always essential to high class service.

e. Give all placed-out wards adequate supervision. Each agency or institution must supervise its wards after placement, and proper State supervision of all organizations and their work is also a social necessity.

4. Child-placing in families by unauthorized individuals, such as nurses, midwives, physicians, and clergymen, should be prohibited by law; and placing-out by public officers should be done only by those who are connected with proper agencies or institutions, or who have been appointed to and approved for such work by competent authorities.

5. Commercial lying-in homes and maternity hospitals should be allowed to operate only when duly licensed after thorough examination and approval by the State authorities as to the desirability of establishing such work in behalf of the public welfare, and as to buildings, equipment, facilities for proper service, and the character of the management and employes; and all such institutions should be forbidden by law to place out children.

6. Certificates of approval from a competent State authority, the certificates renewable annually, should be required for all organizations caring for dependent, delinquent, or defective children, whether or not they receive support from public funds, and including both child-placing agencies and institutions for continued care.

7. The appropriation of public funds to private agencies or institutions, if granted at all, should be absolutely limited to such as are approved and certified by a proper State authority; and all such funds should be granted only on the basis of specific service rendered for children found to be proper charges upon funds raised by taxation. They should never be given in lump sums without audit or definite application.

8. Every child-caring agency or institution should be required to keep adequate records of all of its wards and of all its work. Definite forms and sets of records should be provided by the State, to secure both efficiency and uniformity.

9. There should be in each commonwealth a central state supervisory board or department, with authority to cover all matters indicated in the preceding paragraphs. This supervisory power may be vested in a state board of control, a state board of charities, or in a special agency, perhaps called the board of children's guardians.*

* Child-placing in Families, W. H. Slingerland, Ph. D., Department of Child-helping, Russell Sage Foundation, New York, 1918, pp. 43-45.

VI

CHILD CARE IN INSTITUTIONS

THE number and variety of agencies and institutions engaged in child-caring work, the wealth invested in plants and endowments, the large annual expense for maintenance and upkeep, and the hundreds of devoted workers employed, are evidence of the fine spirit which has animated our best citizens in their desire to provide care and protection for the most needy and helpless members of society.

Like most charitable efforts of the past, nearly all institutions for child-helping have been founded to meet particular, immediate, and often limited needs. Sometimes these needs have proved temporary, or the community has outgrown the method employed in satisfying them; but because of financial investments, the pride of the prestige acquired by having done useful work in the past, and the desire of officers to continue to enjoy their honors, institutions go on after they should have changed their functions or have been decently buried.

Seldom in past generations did the people as a whole face the problems of the community in reference to dependency, delinquency, or defectiveness, and plan out a series of organizations to meet both present and future needs. The majority of child-helping agencies and institutions, therefore, have grown up without any vital relation to any other, and go on their lone way without realizing or attempting to understand their relationship to larger and general social problems. Those in the same community compete for financial support, run the whole gamut from best to worst in the physical care of their wards, duplicate unnecessarily each other's functions, leave untouched as out of their line real and permanent community needs while wasting much of their strength on the barren ground of a worn out function, and live in the community on the good deeds of the past while allowing it to suffer because of its unsolved social problems. But this is the age of unified social systems, definite community programs, limitation of institutional functions, and general cooperation.

Only through some department of the State government,

specially related to and with some measure of control over the diverse and scattered units of institutional work, is it possible to unify them and impose any adequate standardizing methods. The subject of State supervision of private institutions will be discussed later. But some degree of standardization may be attained by having all acquainted with some of the principles, methods, conditions and equipment that an efficient State department of supervision would inculcate and demand. Most boards and working officers of child-caring institutions will be glad to note what experienced social workers count essential to proper care and institutional service and equipment. To some of these let us now address ourselves.

Reception of Children. "It is the duty of the people to demand, and of the State to require, that only properly established, well-equipped, carefully examined, and fully approved public and private agencies and institutions be allowed to receive into their care and control the dependent children of a nation." Social workers should know what is involved in the reception of children by organizations, and should insist that the haphazard ways of the past give place to higher ideals and the more systematic and humane methods of today.

The central and essential processes included in the reception of children are three: (1) the diagnosis of persons and conditions; (2) the formal transfer of responsibility to the agency or institution; and (3) the actual assumption of the personal care of the children. Every worthy and reputable organization desires to make all necessary examinations and investigations before accepting a child as its ward; will see to it that the transfer of control is properly and legally made; and will tenderly and tactfully welcome the child to its new abode and relationships.

Diagnosis or "Case Study." Before or at the time a child is accepted and received, whether for temporary care or as a permanent ward, an examination should be made by a competent physician. This examination should be as elaborate and complete as an examination for life insurance, and should be fully recorded on proper blanks.

This personal examination should be preceded by or in direct connection with a detailed diagnosis of the child's family and

environmental relations. In order to know whether or not to receive a child, and if received what to do with him or her, an intensive study of many matters is essential. The ordinary cases of dependency require the division of the inquiry into two related sections, and to make clear to the inexperienced just what a "case study" implies, the writer again quotes from the advance sheets of his book on "Child-placing in Families," where this and other essentials are described in detail:

1. Study of the Family. The personalities of parents and other relatives must be traced. Their character and standing in the community, their mental strength and education, their vocations and financial ability must be ascertained. It is also necessary to know their physical condition, the state of their health, whether or not they have tuberculosis, syphilis, or any other infectious or transmissible disease; their personal habits in regard to intemperance, gambling, begging, or other objectionable practices; their religious faith and connections; their personal relations to the child or children involved, as to affection, control, and discipline, proper training, kindness or cruelty. If inability to give the children proper homes and care is shown, it will be necessary to estimate whether or not such disabilities are merely temporary or are incurable or permanent.

2. Study of the Child Itself. This involves not only the child's personality at the time of examination but also matters related to past experiences, present conditions, and future prospects. Six lines of inquiry are suggested:

- a. A Study of the Child's Heredity. To discover if possible whether it is likely to be a victim of feeble-mindedness, insanity, epilepsy, or syphilis; or liable to develop tendencies toward alcoholism or tuberculosis.

- b. The Child's Previous Environment. Its associations, and opportunities—its home life, school work, church and Sunday school privileges, neighborhood conditions and personal companionships.

- c. Of the Child's Physical Condition. This will include a thorough examination by a competent physician in regard to the eyes, ears, nose, throat, teeth, skin, heart, lungs, digestive apparatus, and all bodily organs and functions.

- d. Of the Child's Mentality. This involves a psychological examination by an expert, using the Binet-Simon and other tests, for all children over three years of age, to determine normality or abnormality, special aptitudes, relative mental age, and educational progress. In some cases additional study will be required if children are found erratic, emotionally upset, or nervously disordered, in which case a psychiatrist should be consulted.

- e. A Social Study of the Child. One is exceedingly important, in order to determine what (kind of associations within the institution, or) kind of a home will be best for it. This will determine its disposition and its preferences, its likes and dislikes, its attractiveness or unattractiveness; and in an older child its acquired habits and manners. The facts obtained should be definitely recorded.

- f. A Study of Vocational Experiences. The possibilities of children old enough to have worked, or who will soon be of an age to begin work for wages should also be considered.*

* Child-placing in Families, W. H. Slingerland, Ph. D., Department of Child-helping, Russell Sage Foundation, New York, 1918, pp. 86-88.

Legal Reception. Two principal methods of legal reception are in use in most states, including Oregon—written instruments usually called “surrenders,” and court orders, usually issued by juvenile courts. The writer deprecates the use of surrenders, signed by parents or guardians, because those who sign them are nearly always under special pressure of poverty, disease, or family trouble, and in such stress of mind as to be unable to properly decide what is best for them or their children. There are so few cases where the surrender method can be wisely and safely used that it should be entirely abolished. The only document of this nature that is approvable is a written agreement providing for temporary care, under which no legal or vital rights are involved.

Court orders are of two kinds: 1. Partial or temporary orders, by which the court assigns children to an agency or institution for care and protection, but retains both authority and guardianship. Such wards may be recalled by the court at any time, and assigned elsewhere or returned to relatives and friends. 2. Complete or permanent orders, which make the children fully the wards of the organization, the agency or institution having guardianship of their persons, and the right to give consent to their adoption, if they are placed-out in family homes. It is our belief that agencies and institutions should have full control and guardianship of the persons of the children in permanent care, and the right to consent to their adoption; but this relation and authority should be conferred always under proper statutes by courts of competent jurisdiction.

Types of Housing. The institution is a clinic for medical and surgical examinations and treatment, and for psychological examinations to ascertain mental age and characteristics; it is a “school for brief courses in manners and conduct,” and a “place where human love and Divine teaching and promise may reach lives that have too often previously suffered physical, mental and spiritual neglect.” The day is done for the old idea that “any old shelter, managed in any old way, is good enough for charity children.” Twentieth century ideas require good buildings and if possible modern conveniences and equipment.

The two types of housing described in the first section are both represented in Oregon; but all the large institutions are still congregate, and the small ones are classified as cottage, mainly, because of the small number of inmates. One institution, the State Institution for Feeble-minded, is nominally classified as "large cottage" but buildings accommodating 80 or more inmates can be called "cottages" only because the institution so terms them. One private institution, now occupying a large congregate building of the ancient sort, expects to build a new plant soon, and is seriously considering the cottage type. It is hoped that its officers will insist on a cottage plant when the time comes to decide the matter.

The Los Angeles Orphans' Home set the Children's Home of Portland a fine example. In 1911 it left a large congregate plant in the "downtown" section, and erected a fine cottage plant at Colgrove, a suburb of the city, at a cost of over \$100,000. There is an administration building, with offices, reception parlors, general kitchen and dining room, and individual rooms for ten girls. Several cottages are alike, each with a capacity for 15, some for boys and some for girls. One cottage, a complete domestic unit including kitchen and dining room, is for children of both sexes from two to six years of age. All of these cottages are connected with the main building by a covered archway; and all are steam heated from a central plant. It is a fine modern institution. The writer heartily endorses the cottage plan, to take the place of the ancient congregate "institutionalizers," and hopes that several of Oregon's child-caring institutions will erect cottage plants within the next decade.

Physical Care of Wards. It was suggested that institutions in the same community often show extremes of good and poor care of their wards, implying radically different ideas as to what should be done for those who are classed as "charity children." The writer has not been "investigating" any of the institutions described in this report, but he has seen several things that would bear improving, and these were not confined to the smallest and poorest, but often were apparent in some of the largest and richest of the entire list. Perhaps the enumerating of some important elements of right physical care of

children in institutions will stimulate improvement without pointing out individuals.

1. Dietary. Every child-caring institution should have a well arranged and varied dietary. Few are now giving sufficient attention to food values or to the necessity of building strong bodies. In some there is an excessive use of starchy foods, with nothing to balance them. The deepest ruts in some institutions lead from the kitchen to the dining room; that is, at all seasons, the same food takes the same track. We know of institutions that have "bean day; soup day; meat day; fish day"; and so on, the year around. You know in the morning just what will be on the table that day at every meal; and it is a gastronomical crime against childhood to perpetuate such a system. Menus should not be established because they are easy for the cook, but should be arranged and rearranged for the benefit of the children.

The Boys' and Girls' Aid Society has set a good example for other Oregon institutions. A graduate dietitian has been put in charge of the receiving home kitchen and dining room, with good results in the health and development of its wards. The food cost is no greater, the meals are more varied and appetizing than formerly, they possess the proper elements to meet the needs of growing children, and the service is much improved in every way. The child-caring institutions of the State will do well to correspond with the Oregon Agricultural College, where dietitians are trained, with a view to securing the services of a graduate of that department as an addition to the regular staff of workers.

2. Dining Room. Many institutions ought to improve their dining rooms and their equipment. They are imitating the orphanages of 50 years ago. The writer has seen within a few weeks long oilcloth-covered tables, with backless benches for seats, very poor and discreditable dishes and cutlery, no napkins, and a general air of desolation in the dining room itself, which was pervaded with a "stale institutional smell." Tablecloths and napkins have a distinct educational value, to say nothing of their need for decent service. Chairs should take the place of the rude benches, and cheerfully decorated walls should surround the transformed tables. As far as possible light and beauty should be utilized to make the youthful diners happy, and promote the digestion of well-selected food.

3. Milk Supply. To disregard the sources of the institution's milk supply is to invite epidemics of typhoid, diphtheria, scarlet fever, sore throat, and bowel troubles, often involving deaths of both children and adults. When the cows, stables, and farm hands are dirty; when pails and cans are not sterilized; when milk is left exposed to flies and filth; or when the cows are actually diseased, the milk becomes alive with bacteria, and sickness and death result. Every executive officer of an institution should know, not take it for granted, that none of these things is true in regard to the milk supply of the institution.

4. Bathing Facilities. Adequate bathing facilities include both an adequate number of tubs, supplied with hot and cold water, and well-arranged showers. There is a physical and a moral tonic in frequent baths. Many superintendents now favor the shower for all purposes except for the special soaking and scrubbing of newcomers, for the babies and littlest children, and the frail and delicate ones, all of whom must be aided by attendants. A few large institutions may be able to afford a bathing pool, but this is possible only to those financially favored.

5. Toilet Articles. Each child should have for his own exclusive use a number of toilet articles, including comb, hair-brush, tooth-brush, tooth-paste, soap, and towels. It is usual to keep these in the wash room. Each child should have a small case or compartment to hold them, marked with his name. Towels should not be hung so closely together as to touch, for if this happens the danger is almost as great as the use of a common towel, that former spreader of eye troubles and skin disease.

6. Dormitories. Formerly it was customary to have large rooms with from 20 to 100 beds in them for institutional children. This type of dormitories is not extinct in Oregon, or in many other states. But the tendency of all progressive institutions is to have fewer children occupy the same sleeping room, thus promoting both modesty and healthfulness. Seldom should there be more than 10 beds in a single room. The older the children, the smaller the dormitory unit. Movable screens and curtains are used in some institutions to give a minimum of privacy to the larger children. Boys and girls in their "teens" should be given either individual rooms or cubicles, or rooms for three, or four, never for two. Every possible means should be employed to avoid or prevent the wrong or precocious development of sex ideas.

It is very insanitary to crowd dormitories or smaller sleeping rooms. As a minimum each child should have about 50 square feet of floor space, and not less than 500 cubic feet of air surrounding him in his sleeping quarters. The New York law requires 600 cubic feet of air for each dormitory inmate in a child-caring institution. Some dormitories, even in Oregon, have only small windows on a single side, with no cross ventilation. The ideal in this respect is reached in a few institutions where large windows on three sides provide unlimited ventilation. The use of exterior "sleeping porches" is also heartily commended.

7. Care of Infants. Oregon has at least two institutions engaged mainly in the care of infants and very young children, besides four that care for mothers and babies. In all of these there seem to be trained nurses, good medical care and inspection, careful general management, and a lower death rate than in most similar institutions known to the writer. Many foundling asylums throughout the United States have an average mortality among their inmates of over 55 per cent in the first year of life. The Oregon institutions have done much better than this, and should have credit for their excellent work, which ought to continue on the present high plane.

There is another way to care for dependent babies that is now used extensively in many states, and that produces even better results than the finest institutional care. In several states practically all such babies under one year old are boarded in selected private families, no more than two or three to be in the care of one woman at the same time. This plan gives individual care to every infant, and prevents epidemics and the spread of bowel trouble and other diseases. The cost is no greater than good nursery care, averaging from \$3.00 to \$5.00 per week, according to age and condition. The society or institution arranging for such care of infants must supervise thoroughly, by a trained nurse and an attending physician.

8. Clothing. The wearing of a uniform dress by the children has been abandoned by all up-to-date institutions. Fifty years ago it was a very common institutional practice. Nor should an institution use the scarcely more desirable plan of clothing the home group from a mass of donated stuff, assorted by sizes, and not belonging to anybody in particular. Clean and attractive clothing, not necessarily expensive, but definitely assigned to each child, so that it is his own, will help cultivate personality and self-reliance.

9. Cleanliness. The standard of cleanliness is that of the average private home. If this standard is maintained, the visitor will not meet at the door that "indescribable institutional smell" which is inseparably associated with the average orphanage of the old-fashioned type. And of course the mingled malodors of ill-kept lavatories, filthy kitchens, littered storerooms, and neglected beds, will be agreeably absent. Flies and mosquitoes, those personal torments of children and evil carriers of disease, will be killed or driven out of doors, and every door and window will be equipped with first-class screens. Cleanliness is the basal essential of health in an institution. Yet, as a word of caution, let it be remembered that even

cleanliness may be carried to an extreme. There is a golden mean in home and personal cleanliness, as well as in matters of conduct and discipline. Boys and girls as well as older people may be made absolutely unhappy by too careful housekeeping, and the insistence upon order and exactness of condition. Really, the institution is for the benefit of the children, and the plant should be so used as to make them as happy and comfortable as possible.

10. Great emphasis is now being put upon prevocational and industrial training in all parts of the country. It is a necessity that all institutions for dependent and delinquent children, and in some degree those caring for defective children, especially the morons and the physically crippled and deformed, heed this call of the age. Some measure of such training should be inaugurated in every institution or be made really accessible to all children ten years of age or older. Many of the leading institutions are sending their older wards out to special schools, business colleges, dressmaking establishments, and other manufactories, to fit them for self-support as soon as they are old enough to go out and do for themselves. Some of the Oregon institutions need to "speed up" in this regard. A word to the wise is sufficient.

11. Records. Closely connected with all problems of admission, proper medical and psychological care, and individual treatment of wards, is the necessity for adequate records of institutional children. The importance of this matter can not be too emphatically stated, for present conditions are deplorable. Several Oregon child-caring institutions have no records worthy of the name. No institution does its duty by its wards that neglects to put down in black and white every essential matter connected with their institutional life. The records should also include, whenever it is possible, an outline of each child's family history, obtained before or at the time of reception. All legal or court action in regard to each child should be noted, and the disposition of the child when it leaves the institution should be clearly stated, with later notation based upon visits and correspondence, giving details concerning its welfare and location. To do these things for the child's sake is only decent and humane, and they may be very important in after years as relatives seek to trace the heirs of property, and for various civic and social reasons.

Suitable forms for such records can now be obtained at very moderate cost. The Department of Child-helping of the Russell Sage Foundation, New York City, will give advice and information on this matter without cost save postage. One of its publications, *Elements of Record Keeping for Child-Helping Institutions*, by Georgia G. Ralph, is a real mine of information at small cost. The State, by its supervisory board or secretary, should devise and distribute to all child-caring institutions the necessary elements of record keeping, sufficient to make possible regular and uniform reports and statistics from year to year.*

* Arranged from *Child-Placing in Families*, op. cit.

VII

SUPERVISION OF CHILD WELFARE WORK

TWO types of supervision are essential to efficient and satisfactory child welfare work—that of agencies and institutions by a proper State authority, and of children and homes by organizations that do child-placing in families. To these the attention of the people and members of the Legislature should be definitely called.

State Supervision. Adequate State supervision of child-helping agencies and institutions is very important. It is the greatest exterior force that can be applied to organized child-caring work to improve its quality and lead to its standardization. If tactfully conducted under statutory powers, it will materially stimulate progress and improvement in all child welfare organizations.

No State can do its duty by the people of the commonwealth that fails adequately to supervise the agencies and institutions that it has incorporated, and which, under private management, are caring for a majority of its dependent children, and some of its delinquents. Likewise large and definite improvement and rapid standardizing of child-caring work can be expected only when there is proper and intensified State supervision, given by well qualified agents, acting under clear and definite laws. The supervision should include both child-placing agencies and institutions for continued care.

Every institution included in this study, Catholic or Protestant, would be greatly benefitted by such supervision. The systems of supervision established in the various states, all have their imperfections and are properly subject to more or less of criticism. Even those most recently enacted, and which may be supposed to have avoided previous mistakes, are deficient in some important respects. The only perfect systems are theoretical, and even then perfect only to their authors and advocates. Nevertheless, it is universally conceded that even the imperfect systems that are in operation are desirable and necessary, and that they are being improved year by year under the teachings of experience. No particular form is now

insisted upon or recommended, and each commonwealth, according to its special needs, is expected to evolve its own system of supervision.

The essential ideas of supervision are aptly stated in the paragraph on State inspection in the Conclusions of the White House Conference, called by President Roosevelt in 1909:

The proper training of destitute children being essential to the well-being of the State, it is a sound public policy that the State through its duly authorized representatives should inspect the work of all agencies which care for dependent children, whether by institutional or by home-finding methods, and whether supported by public or private funds. Such inspection should be made by trained agents, should be thorough, and the results thereof should be reported to the responsible authorities of the institution or agency concerned. The information so secured should be confidential—not to be disclosed except by competent authority.*

At the National Conference of Charities and Correction in 1911, the Rev. Father Francis H. Gavisk of the Indiana State Board of Charities was chairman of the committee on State supervision. In his general address he said:

The opposition to state supervision of private charity, once so decided, is gradually lessening, as the reasons for it are more sanely weighed. * * * The success of such supervision will depend upon the spirit in which it is conducted. * * * If irritating and mischievous, it will add to the burdens of the administrators and the confusion of the institution; if kindly, tactful and wise, it will help forward the institution and encourage its administrators.†

State Supervisory Boards. There are four principal methods or systems of administration in operation in the various states that now exercise more or less supervision over organized child welfare work. They are as follows: The State Board of Charities system, the oldest in form, and now operated nominally or actually in 24 states and the District of Columbia; the State Board of Control system, in operation more or less effectively in 16 states; the State Commissioner of Charities system, operated in two states; and the Director of Public Welfare system, for which the State of Illinois forms a class of one.

Oregon is classed in the State Board of Control list, but now has merely nominal supervision over those private charities that receive aid from public funds. As above noted in the quotation from the Conclusions of the White House Conference, this is only a small part of what is included in really adequate

* Conference on the Care of Dependent Children. Proceedings, 1909, p. 194.

† National Conference of Charities and Correction. Proceedings, 1911, p. 12.

supervision. Its main purpose would not be to follow up a few dollars raised by taxation, or to enforce the mandatory requirements of the law, but to secure the welfare of the thousands of immature citizens who are handled by the agencies or are held in continued care by the institutions, but who are also and always the wards of the great mother State.

The duties of the supervisory board, when fully operative under sanctions of law, include wise counsel on problems of finance and administration, expert advice on the location, types, and best architectural plans for buildings, aid in arranging medical, surgical, and psychological clinics for the sick or defectives, distribution of scientific menus and dietaries for all sorts of children, enforcement of methods of physical care that will promote health and right development, as well as obedience to the requirements of the State laws. There is an immense field for State supervision, with proper agents selected on the basis of social and scientific training, and representing both the authority of the commonwealth and the best ideas of modern social service. The State of Oregon will be neglectful of its duty if it fails to provide an adequate system of State supervision.

Essentials of State Supervision. The systems of supervision most efficient are those that closely approach the requirements of the following important essentials:

1. Proper power and authority must be vested by legislative action in a suitable state board or department.
2. The board and its working force should be absolutely nonpartisan and nonsectarian.
3. Its entire service should be impartially administered.
4. Only trained or experienced agents of high quality should be employed.
5. The state should make liberal appropriations for its support.
6. It should have authority over all sorts of institutions, whether aided by public funds or wholly dependent upon private benevolence.
7. It should have power to compel the rectification of any neglect or abuses of children in institutions, proper supervision by agencies of children placed-out in families, and right to transfer any children improperly located or placed.
8. It should establish minimum standards of child care, both physical and administrative, and require the keeping of systematic records of all children, service, and finance.
9. It should grant certificates of approval annually, after careful inspection, to all approved agencies and institutions.
10. It should wisely and tactfully enforce all laws, but this work should be secondary to efforts to improve the service rendered to the children and to secure their welfare.*

* Arranged from "Child-placing in Families," op. cit., p. 161.

Supervision of Children and Homes. No agency or institution can do its duty by the children placed-out by it, and for whom it is responsible, without adequate inspection and study of them after placement, and clear knowledge of the homes in which they are located. Letters from various persons and reports from interested friends are valuable, but nothing can take the place of personal visits by trained agents, unannounced and unexpected.

Adequate supervision does not mean the same thing in different forms of work and in different parts of the country. Children placed-out in boarding homes or working homes must be visited oftener, and the conditions surrounding them scrutinized more keenly, than is necessary for those placed in free homes, after the first few months. Intensive work is done in the short distances and congested populations of eastern states that would be impossible elsewhere. The Boston Children's Aid Society visits its wards four or five times a year, and employs a visiting agent for each 45 children. Some middle and far western agencies really see their wards only once in several years, and have a visiting agent for from 300 to 500 children. Somewhere between the extremes is the golden mean that expresses good supervisory work for the average agency or institution.

In agencies that use both free and boarding homes for younger children it is the general practice to visit the boarding homes more frequently than the free homes. Eastern agencies that do a large boarding-out work put boys and girls under increased observation when they reach the age where they can begin self-support, and a change is made from boarding to free or working homes, both because of the danger of exploitation and the problems of adolescence. Placed-out babies also require special and frequent supervision.

These needs and dangers seem not to have been fully recognized by organizations in the western states, which have a tendency to relax rather than tighten their supervision as boys and girls grow older; and some seem to think that because babies are quite generally taken for affectional reasons and intense desire for a child to love and rear, they should be disturbed as little as possible. The eastern agencies have facts and logic on their side, and we believe slackening of supervision

with passing years, or neglect of placed-out babies, will prove unwise and injurious. Personal supervision is a necessity, but in the matter of frequency of visitation one must use common sense. What is requisite is that the child's welfare be always assured.

Essentials of Agency Supervision. Long study and a wide reading of literature on this subject have so far shown no clear expression from any expert that will define adequate supervision for all agencies and places. Yet it is possible to state a few essentials, that will apply anywhere, for the guidance of students, officials, and organization workers.

1. Adequate supervision calls for intimate and continuous oversight, sufficient to secure the welfare and happiness of the children and homes under care, so far as their mutual relations are concerned.

2. The more careful the original selection of families and the fitting in of the right children are done, the less frequent are the necessary visits for after-supervision.

3. It is a dangerous and improper thing to place such confidence in the conditions of any foster home that supervisory visits are omitted entirely, or are made so infrequently that they cease to be really supervisory.

4. It almost goes without saying that in event of any adverse rumor a personal visit by a trained and experienced agent should be made without delay.

5. Even in societies where the main part of the placements are in free homes, and supposedly permanent, not more than 100 children can be adequately supervised by a single agent.

6. Even in organizations that place almost wholly in free and permanent homes, it should be the minimum requirement that each placed-out minor child be visited at least once a year.

7. Training, experience, and continued service on the same field, are indispensable to the best success in visiting agents. The Boston Children's Aid Society holds: "The continuity of service for visitors of a placing-out society for at least five-year periods is an absolute essential." This view is extreme; but that there are great advantages in continuity of work by good agents no one can doubt.*

Recommendations. It is most earnestly recommended that Oregon at once establish a system of State supervision on the lines laid down in the first part of this section. It will cost a little money, but it will have large results in the welfare of the little citizens concerned. Then let this supervisory department or commissioner under the laws of the State require that all agencies or institutions supervise their placed-out wards on the plane of the seven essentials just presented. Let it again be said, all things connected with supervision to be right and successful must be absolutely nonpartisan and nonsectarian in their personnel, methods, and action.

* Condensed from advance sheets of "Child-placing in Families," op. cit., pp. 143-161.

VIII

PREVENTIVE MEASURES AND AGENCIES

ONE great purpose of the Legislature in ordering this study was to have the causes of dependency, delinquency and defectiveness "ascertained and classified so that ameliorative measures may be taken by the next Legislature to check or prevent the recurrence of these cases." It would therefore be a serious omission to fail to discuss some of these causes, and to consider a number of preventive measures and agencies now in operation within the State.

Causes Are Social Problems. To fully analyze the causes of these conditions would require a study of practically all of the sources of trouble and misfortune that exist in modern society. As social questions, child dependency, delinquency and defectiveness, commonly do not basically pertain to the children themselves. For the most part they are related primarily to the parents and secondarily to the environment. In the main, the children are the victims of parental failure and environmental unfitness. Homeless or wayward children imply the absence of one or both parents; the neglect of responsible parents or other guardians, or in exceptional cases the inroads of disease or special social calamities. To answer the child question we must analyze the causes of crime, disease and poverty. Remove these from the body politic, and in the sense of its consideration here the child question will practically be eliminated.

It is poverty, disease and crime that give to us most of the children dependent in one way or another upon the public. Flat pocketbooks and mislaid consciences furnish us the large and increasing number of deserted families. Lax moral ideas and faulty family discipline are at the root of the increasing delinquency of which our social workers complain. The immorality of some of our people causes an immense amount of child defectiveness; the social diseases in conjunction with alcoholics accounting for a large part of the feeble-minded, epileptic, and malformed children.

When diseases of all kinds are absolutely conquered; when poverty ceases to afflict any portion of our people; when industrial wrongs are righted, and there is steady work and a living

wage for the "bread winner" of every household; when the Golden Rule becomes the basis of our business and the mainspring of our social action—then the homes and orphanages can permanently close their doors, the poor directors quit their thankless jobs, and relieved Legislatures stop appropriating public funds for the support of the State's unfortunates.

But at present widowhood, wife desertion, parental meanness, cruelty, vice, drunkenness, illegitimacy, degeneracy, in fact need, wrong and destitution in every form, continually produce problems of helpless and unprotected childhood, and send marching through our streets and into our institutions a never-ending army of marred and wronged juveniles. These are some of the causes that must be made inoperative, if we are to succeed in checking and preventing "the recurrence of these cases."

Preventive Measures. "An ounce of prevention is worth a pound of cure." Whatever can be done to "protect normal children and save them from entering the dependent, delinquent and defective classes," is far better than equal effort expended after the lapses have occurred. Attention is here called to a number of preventive measures and agencies now at work in Oregon, and that deserve special support and cooperation.

Housing Improvement. To the one who analyzes the causes for the breakdown of many homes in the poorer parts of our cities, and in some of our smaller centers of population, bad housing looms large as a chief factor of the greater part of the dependency and delinquency there prevalent. The tenants of unfit houses are poor, but are not evil because of poverty. Small purses do not create insanitation nor breed depravity, but unfit houses are quagmires that foul those who fall into them. Poverty sends families into cheaper quarters, and that fact does not make them delinquent or immoral; but the people who dwell long in narrow, dark, crowded, filthy and insanitary houses, go down by hundreds physically, mentally and morally under the miasmatic influences and atmosphere.

That many who lose their morality, and become a menace to the rest of society, could be saved if moved into better homes and given better working conditions, is a general belief, backed

by much of definite experience. The working girls of Portland whose wages will afford them only small, ill-furnished, unattractive rooms, on the ill-kept and poorly-lighted streets of downtown, would far less of them go to the devil if offered lodgings in nicer houses, with more attractive surroundings, in a better part of the city. Housing reform is everywhere a preventive measure of the highest importance.

Environment is one of the greatest factors in determining the welfare of the family and of its individual members. Environment begins with the rooms or house occupied and extends indefinitely to the entire neighborhood, ward, district, or city. Bad environment is a serious handicap to the best of families; it is ruinous to any not strong in mind and character. It can and often does disintegrate family ties and ruin every member. Bad housing and other environment cause physical debility, lessen virility, injure human mechanism, induce mental depression, lead to loss of self respect, destroy the sense of decency, and subvert morality. Improvement of housing conditions is economically cheaper than to allow bad dwellings to do an evil work upon the poor, and then let society pay the bills in hospitals, orphanages, reformatories, jails and prisons; and good housing is immensely better for the people involved, as well as harmonizing more fully with the social ideas of our time.

Parents' Educational Bureau. About six years ago Oregon established a bureau under this name, for the free examination of babies and free instruction of mothers. Its officers claim to be the pioneers in this work in the United States. Similar organizations and work are now to be found in many cities. They work under various names, such as "Eugenical Association," "Better Babies League," or "Mothers' and Babies' Clinic."

The Portland organization thus states its objects and purposes:

To bring to young wives and husbands, (1) a knowledge of prenatal influences; (2) a knowledge of infant hygiene; (3) literature and private consultation in regard to babies, adolescence, sex hygiene, and the training of children. To show (1) by eugenic tests, correct standard measurements for babies, and to suggest such treatment as will correct any defects shown by the tests; (2) to demonstrate by lectures the proper care of the babe, including matters of food and clothing. In short, to be a clearing house of information for parents on better babies, eugenics, sex hygiene, food for infants, and proper home care and guidance of children.

The office of the bureau in the County Court House is open every day except Sunday. Regular clinics are held each week, sometimes twice a week, if the calls for service are pressing, and Portland physicians who are specialists donate their time and services for the work of examination, and medical advice to the mothers. There are 80 Portland physicians who assist in the work. Over 2,000 babies were measured, weighed, tested, and given a full examination within the past year. Since the beginning of the work in April, 1913, there have been examined a total of 8,612 babies. This was the record August 15, 1918. During this time only 30 babies scored absolutely perfect; but about three-fourths of those examined scored above 90 on a scale of 100. Funds to hire visitors for "follow up work" is one pressing necessity.

Perhaps the greatest good done is by the expert advice given by the physicians and the experienced attendant to young and inexperienced mothers. A small library on subjects connected with infants and their care is kept at the bureau, and is loaned out to expectant mothers and parents. Literature is supplied on all lines of child welfare. Each year a special test day is set aside for the children of mothers who receive widows' pensions.

The Portland organization has not confined its work to its own city. Many mothers from other parts of the State have been aided by the tests and the free advice. A number of branches, or similar organizations on a smaller scale, have been established in other cities of Oregon. Tests were given in 26 towns outside of Portland within a year. The officers of the Parents' Educational Bureau of the Oregon Congress of Mothers ask the moral and financial support of the people of the State, and invite visits and correspondence in reference to work that can not be done in their office at the County Court House. It is a good work, including many preventive and remedial elements, and should have the hearty cooperation of all who have interest in the babies of today and tomorrow.

Assistance for Dependent Mothers. In institutions for dependents and delinquents the statement is often heard: "Three-fourths of our inmates come from broken homes." Whatever helps a good mother to maintain her home, and per-

sonally care for and train her brood of little ones, is a preventive measure of positive character. Of this type are the Mothers' Pension Bureaus, or Mothers' Assistance Departments, now established in many states. Oregon in 1913 enacted a Mothers' Pension law, intended to prevent the breaking up of homes, and to promote the care of children by their own mothers. It was operated as a department of the Juvenile Court. Oregon was the first State in the Union to pass such a law under the auspices of the Congress of Mothers, and it was enacted less than two years after the request from the International Convention of this body was made to all of the states.

After four years of experience the original law was found deficient in protective clauses, and allowed some to obtain aid who were not properly entitled to it. A revised and strengthened form of the law was passed by the Twenty-ninth Legislative Assembly in 1917, the first section of which reads as follows:

The Juvenile or County Court of each County of the State of Oregon shall give assistance to any mother who has a child or children under the age of 16 years and who are wholly dependent upon her for support and whose husband, the father of said child or children, is either dead or is an inmate of some Oregon State institution, or who by reason of physical incapacity or mental disease is wholly unable to work in any manner in supporting his family, and who is a citizen of the State of Oregon and of the United States, a sum not to exceed ten dollars (\$10.00) a month for one child and if she has more than one child residing with her, seven and 50-100 dollars (\$7.50) per month for each of said children.

The total amount given to any one family shall be discretionary with the court but shall not in any one case exceed forty dollars (\$40.00) per month; provided such mother had a previous residence of three years in the State of Oregon and one year in the County immediately preceding the date of filing of the application for assistance, and is a citizen of the United States.*

Portland contains fully one-third of the population of Oregon, and this one administration includes about that share of the "Mothers' Aid" given in the entire State. The judge of the Multnomah County Juvenile Court presides over this department, and he appoints a director of "Mothers' Aid" and an assistant who are in charge of the administrative duties at the offices in the County Court House. The work in other counties while less important individually in the aggregate is large and important.

During the year 1917 Multnomah County aided 210 mothers

* General Laws of Oregon, 1917, Chapter 267, Section 1.

each month, whose families aggregated 400 children, and whose assistance totaled the sum of \$44,983. The amounts for 1918 are less than in previous years.

The other counties of the State aided a total of 575 mothers, the families aggregating 1,587 children, to whom the counties allowed a total of \$90,585.

This gives as totals for the "Mothers' Aid" in Oregon in 1917 these amounts: Mothers aided, 775; aggregate of children in their families, 1,987; total funds disbursed, \$135,568.

In its 1918 report the Portland Department of Mothers' Aid has this suggestive quotation: "The mother's pension is for the benefit of the children and the State and not the mother. It is an allowance given until the child is 16 on condition that the mother keeps the home together. In other words, the State places to the credit of the mother herself and allows her to use a part of the money that heretofore has been expended in almshouses, reform schools, orphan asylums and prisons."

Child Labor Bureau. Child labor restrictions and compulsory attendance at school are wisely and inseparably connected under the laws of Oregon. The interests of both parents and children are protected by excellent statutes and their careful administration. To make clear the description of the situation and the recommendations, the substance of a few most essential sections of the child labor law is here presented.

General wage work for young children is prohibited:

No child under 14 years of age shall be employed, permitted, or suffered to work in, or in connection with, any factory, workshop, mercantile establishment, store, business office, restaurant, bakery, hotel or apartment house. No child under the age of sixteen shall be employed, permitted, or suffered to work in the telegraph, telephone, or public messenger service.

No child under the age of 14 years shall be employed in any work, or labor in any form, for wages or other compensation to whomsoever payable, during the term when the public schools of the town, district, or city in which he or she resides are in session.

Attendance at school is compulsory upon all children between the ages of nine and 15 years, and upon all children between the ages of 14 and 16 years "who are not engaged in some lawful work." Lawful work is employment which they are allowed to do under proper certificates. Such children shall not be employed longer than eight hours in any one day, nor more than six days in any one week; and each working child must

have an "age and schooling certificate" to be kept by the employer "on file and accessible to the school authorities of the district."

Then comes the "hook on the chain," attaching the schools to the labor department of the State. That "age and schooling certificate shall be executed, issued and approved only by the secretary of the Board of Inspection of Child Labor, or by a person authorized by him or her." All of the above brief quotations are taken from Lord's Oregon Laws, Sections 5023-5030.

The Child Labor Bureau at Portland for many years has been conducted by Mrs. Millie R. Trumbull. By special request she has prepared the following digest of the present situation for this report:

The child in industry in Oregon is protected by one of the best child labor laws in the United States. The present standards are secured partly through Legislative enactments, and partly by the rulings of the Industrial Welfare Commission. Oregon is fortunate that her child labor law was obtained before her industrial development had become a pronounced factor. Portland is the chief industrial center, and it is here that we find the greatest danger of the exploitation of children, and the most active enforcement of the law.

The enforcement of the law is by an independent State bureau, which seems to be a great advantage over systems in other states where the working permit is signed by authorities of other functions, the school, the Health Board, or the Juvenile Court. It seems preeminently proper that the labor department of the State should control the conditions under which the child enters the labor market. None of the departments mentioned—the schools, the Health Board, and the Juvenile Court—has a first-hand knowledge of industrial conditions, and all lack authority to enter factories and enforce labor provisions.

The canneries of Oregon have not as yet levied the fearful toll upon child life that we learn is taken in the great canneries of the east and south; and the Oregon laws will prevent this exploitation if the present standards are maintained. In the smaller towns of the State, the chief industries calling for child labor are the fish, fruit and vegetable canneries and the condensed milk factories. In these smaller centers we find a significant situation. The school superintendents almost without exception prefer to have no direct connection with the enforcement of the child labor law, and a very good argument is used. The superintendent is the appointee of the school board, which in most cases is composed of the labor employers of the district; and the educator states truthfully that an extremely awkward situation would develop were he to have a hand in arresting a member of his own board for violation of the child labor law. The independent bureau of the labor department gives a method of caring for the rights of children without creating this official dilemma.

I would urge a strict and close cooperation between school and child labor authorities everywhere, as contemplated by the laws, in maintaining the standards so splendidly encouraged by our President. Not all Oregon teachers are in as close sympathy with the purpose of the child labor law as is desirable. Some have no accurate knowledge of its requirements, especially in reference to cooperation of the schools with the labor bureau. Only good can come to all concerned from cordial relations and the utmost of systematic cooperation.

With the war and its activities have come a positive menace to the child in industrial matters. The universally high wages are robbing the schools of their pupils, the children of their childhood, and the parents of the chance to give their children an education and an opportunity for youth's normal development.

At Portland the number of labor permits has been almost quadrupled. Pressure to set aside the protective restrictions of the law has been unusually severe. The whole situation has been greatly intensified in all of its most dangerous aspects. Children and their parents are coining youthful life-blood into dollars under the name of patriotism. Boys who are earning large wages while in the early teens are developing habits of extravagance that will require great effort and years of training to change, if it is ever accomplished. It now seems to be next to impossible to make any impression on them or their parents, with big wages in sight.

As to the law itself, I recommend that several changes be made:

1. A more elaborate classification of industries, especially of those of more or less dangerous character.
2. The raising of the educational standard from the sixth to the seventh grade, for those who have not completed the grammar grades at 15 years of age.
3. A section should be added to the law governing the street trades. The newsboy is at present without a control worth mentioning.
4. An increased office force should be provided in the Portland Child Labor Bureau, as at present the work is most inadequately financed by the State, and the work is increasing all the time.

The large space given to this department is amply warranted by the great importance of the subject. That delinquency should increase under present conditions, should occasion no surprise; and but for the Child Labor Bureau it would increase by leaps and bounds. It is essential that the only labor reserve the nation possesses—the children—should be adequately and carefully guarded, if we expect to maintain the industrial and commercial supremacy that is ours today. The writer most cordially commends the above resume of the Oregon child labor situation, and the recommendations at its close.

Catholic Children's Bureau. One very recent development is a Catholic Children's Bureau, established by Archbishop Christie in May, 1917. This bureau has offices in Portland, and does both preventive and remedial work for children connected with 21 Roman Catholic parishes, and all of the Catholic child-caring institutions. An outline of the objects of the bureau, presented through the kindness of its field secretary, Miss Emma L. Butler, will sufficiently present this new but very significant social organization:

1. To look after the interests of the Catholic dependent and delinquent children of the city reported by the several parish Priests and other interested persons.
2. To arrange, when necessary, for admission of dependent and delinquent children to the several Catholic institutions; also arranging for mental and physical examinations of these children before admission.

3. To appear in the Juvenile Court in the interest of Catholic children; supervising such of these children as are placed on probation to the field secretary by the judge of the Court.

4. Obtaining employment and boarding homes for such children as have completed the course and reached the limit of stay in the several Catholic institutions.

5. Securing employment and boarding homes for young girls coming to Portland from other towns and cities of Oregon.

6. Doing the "follow up work" required by the several Catholic child-caring institutions.

7. Finding private homes for Catholic children, who are dependent and homeless, and supervising them while in these homes.

8. Cooperating with all agencies and institutions for child welfare wherein Catholic children's interests are concerned.

Medical Inspection of Schools. No one modern method of prevention exceeds in usefulness medical inspection of schools, with its corollary school nurse service. The work started only a score of years ago, but it is now operative to some extent in over 700 American cities and towns. For effective service there must be a sufficient number of physicians and specialists employed, and a school nurse to every 3,000 to 4,000 children listed for the schools.

Portland is doing some of this work, under the control and management of the city Board of Health. The cities of Astoria, Corvallis, Eugene, Medford, Salem, and one or two more have a very limited form of inspection. A few other cities are trying to secure it. Coos and Jackson counties have a beginning of inspection for all of their schools. The rest of the State seems quiescent on these matters, and there is no State law, or funds in the hands of the Superintendent of Public Instruction or other State officer for pushing or establishing such work. This information was given by the State Board of Health.

It appears that Portland has at present the services of four physicians from 9 a. m. till noon each school day; and one school nurse, whose many duties are centered in the Board of Health rooms so fully that as a visiting nurse she has but part time for family work. One always wants to give as large credit for advanced movements as possible. Portland is to be congratulated that a start has been made on this most urgent and promising preventive service. But it is to be hoped that present forces will not be counted adequate, and that larger appropriations will permit of enlarged service year by year.

There are several things that should be considered in this service:

1. Efficient child care and conservation is a war measure of the most important kind. Medical inspection, school nurse visiting, the work of specialists in removing adenoids and enlarged tonsils, caring for decayed teeth, fitting glasses to poor eyes, curing skin diseases, recommending and making possible orthopedic surgery, and guarding the schools and the community from epidemics of contagious diseases—these are inestimable means for the conservation of child life, and should have the universal support of all the people.

2. School physicians should be very carefully selected. Each staff should include several regular practitioners, and specialists on several lines. There should be an eye, ear, nose and throat specialist; a competent dentist, or in all probability several; a dermatologist, or specialist in skin troubles; an orthopedic surgeon; and either on this staff or allied to it a well-equipped psychologist. For a city the size of Portland there should be at least five physicians on full time, in addition to specialists on occasional service; and at least ten first class school nurses.

3. The school nurses should all have in addition to nurse training and experience, training or experience as social workers. It may seem strange to some that this feature of work is so often mentioned, but it would not be urged except for definite convictions of its need. Nurses who have had only a limited experience in actual case work, get tired of night and irregular service, and apply for places in connection with the schools, where they work only day time, and with small responsibilities. To take such simply because they are available and demand the places, too often puts "pot boilers" where devotion is at a premium. School nurses who have had social service experience are worth twice the salaries paid to the class just named.

Psychological Examinations. To compare it with studies that are more familiar, psychology is the "anatomy, physiology and hygiene" of the mind or soul. It is an immense and in many ways an abstract subject, but has numerous concrete and practical divisions. Among these are some that directly apply to the measurements and estimates concerned in the diagnosis or relative mental age and the health and disease of the human brain. In order to determine whether or not a child is mentally normal, one must be something of a psychologist; and in the scores and even hundreds of doubtful cases that come to the average school teacher, or to the agency or institution officer, there is constant and important work for the expert student of this science. Clear knowledge of the elements of modern methods of classifying erratics or mental defectives, is of great value to all teachers and child welfare workers; but a smattering of knowledge can not in these days be a substitute for the employment of psychological specialists.

The time has come when psychological examinations, or "mental tests," for children of all classes are as positively required as physical examinations for bodily defects or for assurance of normal conditions. The last decade has seen a great advance in the study of all sorts of emotional, erratic,

abnormal, and especially mentally deficient children. The clinical psychologists, that is, well-advanced students of mentality and personality, who are making a specialty of children's work, are rapidly increasing in numbers and availability. Some such are now training at the State University of Oregon. There is no longer an excuse for mistakes that ignorance extenuated in the past; nor for blind guessing at the mental status of doubtful children, either in school grades or in agency and institutional work for depressed and dependent classes.

Every city should employ a competent psychologist for the examination of the children of its public schools; every Juvenile Court should have access to an expert psychologist, for the examination of cases that come before it; every State should have a psychological department in connection with its child-caring institutions.

The school psychologists will be able to decide many questions in regard to the possible advancement of pupils, and especially in regard to such as should have the intensive methods of schools for the backward, in which as they continue their examinations it will be possible to distinguish the constitutionally feeble-minded, who are forever barred from much progress, from the mere dullards, who are children normal in mind but delayed in development by sickness, lack of nutritious food, or other causes.

The court psychologists will be able to differentiate between the mental defectives and the normal minded, divide the erratic and abnormal from those more amenable to discipline; and will enable the judge to properly commit or assign the children to appropriate homes or institutions.

The State psychologists will be able to assort all inmates of State institutions, children and adults, on the basis of mental ability and personal responsibility, so that they ultimately may be located where they can be most humanely cared for, and, if restoration is possible and advisable, soonest be restored to their places in society. The State of Ohio has established such a department, and has called to take charge of it one of the foremost authorities on psychology and the care of the feeble-minded in the United States. The writer very earnestly recommends the employment of a competent psychologist by the State of Oregon.

For the city of Portland, as a beginning in this matter, it is suggested that one capable and well-equipped psychologist be employed, to serve three closely related organizations, all centering in the County Court House—the public schools, the Child Labor Bureau, and the Juvenile Court. School and labor cases constantly overlap, and the subjects of Juvenile Court action are often the very persons who have been under examination in school or labor matters.

The State University of Oregon has in its faculty a number of psychologists, who are greatly interested in these matters of juvenile welfare. For years they have been doing free work in juvenile courts, public schools, and especially in private and public institutions for dependents, delinquents and defectives, giving mental tests and other valuable service. No doubt they will continue their interest and will be available for some service along these lines. All schools, agencies and institutions are urged to consult with them in regard to such matters, and to secure their help so far as they are able to give it. But experts on this line should be regularly employed, and Oregon should have a proper number of them for service among the school children and others. Charlatans are numerous; they have invaded this field; only qualified psychologists should be considered eligible anywhere.

The Juvenile Courts. The administrative function of the Juvenile Court in the main is preventive and protective. These features are especially prominent in all arrangements and provisions for dependent children. They also appear in the cases adjusted by simple reproof, or by placing the persons involved under the watch-care of probation officers; and such cases are many times more numerous than those that call for commitment to institutions. To be a "Juvenile Judge" is to hold an exalted station. Some of the finest judges of the highest tribunals have thought it no derogation of their office to serve as judges of juvenile courts.

In the early days of their history, the juvenile courts of Oregon were sections of the Circuit Courts of the State. By some shift of sentiment they were changed to a lower jurisdiction. In 1915 their relation and jurisdiction were established as follows:

The County Courts of the several counties in this State shall have original jurisdiction in all cases coming within the terms of this act.

Juvenile Court. All cases coming under the provisions of this act shall be heard at a special session of the court designated to hear the same. * * * The finding of the court will be entered in a book, or books, to be kept for that purpose and known as the Juvenile Record, and the court may for convenience be called the Juvenile Court. * * * The court may, for convenience, have its findings entered upon a card kept for the purpose, which card shall be filed among the juvenile records, and the court may cause said card, together with all records pertaining to said child to be destroyed or withdrawn from the record.*

This placing of the jurisdiction with the County Courts is thought by many of the best citizens of Oregon to be a great mistake. Only a small fraction of the County Judges are lawyers; most of them being in other professions or in business, and having very little knowledge of judicial proceedings. In many of the present juvenile courts of the State there is a very limited conception of the purposes or ideals upon which the work was originally founded, and on which in many of the most progressive commonwealths it is being conducted. It would be a real return to progressive action to restore the juvenile courts of Oregon to the jurisdiction of the Circuit Courts.

There are many reasons why Juvenile Court records should not be destroyed. Cases are adjudicated where family relations are established, where personal characters are cleared or guilt is shown, or where the right to inherit from estates in future years may depend on a court record identifying a person, who at the time may have been a dependent, and many other conditions of social and civic importance. It is believed that all of these court records should be preserved, and that by statute they should not be public documents, but be filed in the county archives, to be shown or made public only by judicial order.

The Multnomah County Court has established a home-placing department. Its work was described in an earlier section. But what is done in this court in a formal way, is done informally on a smaller scale by most of the juvenile courts of the State, and by even less approvable methods. The whole subject of child-placing in families by juvenile courts should be definitely considered.

Juvenile Court laws throughout the country usually confer

* General Laws of Oregon, 1915, Chapter 147, Sections 1 and 2.

placing-out powers on the Juvenile Court, but most juvenile courts have wisely refrained from exercising that power. It is quite generally believed that juvenile courts can obtain better results in child-placing work by cooperating with well-established private placing-out agencies, or, by the formation of a regular and permanent public agency distinct from the court.

Most juvenile courts are already overloaded with work, and have more than the judge and his probation officers can properly accomplish. To take on also the function of child-placing means usually that the work must be done hastily and imperfectly; often by officers unqualified or at least inexperienced in this branch of social service. The ordinary probation officer is untrained in these matters; and lacks both technical knowledge and social vision. This work of child-placing is too technical and too important to be rashly intrusted to any but the highest type of social workers.

To put plainly the convictions of many prominent child welfare workers we must say: When a Juvenile Court becomes its own placing-out agency it unwisely mixes judicial with administrative functions, and substitutes a temporary arrangement within its own office for the work of a permanently established organization. Owing to ordinary party affiliations, it opens the way for political pull to endanger the quality of the work done. In placements for adoption and permanent care the court agency is likely to locate children in too close contiguity to unworthy parents, other interfering relatives, or former friends of the family. Or if placements are made at a distance, nine times in ten the visiting force will be too small or too ignorant of social necessities to give the placed-out child and the home proper supervision; the result being abused children, exploited boys and girls old enough to work, and infants carelessly located in unfit homes for life. Adequate and continuous supervisional service through a term of years, a matter absolutely essential to success in child-placing, can not be given by probation officers of juvenile courts where each appointee is usually the recipient of his or her place as a reward for political activity, and at longest can expect to hold a position only for a year or two.

Juvenile courts and their probation officers, being political appointees who must serve their constituencies to make good

their promises, and who must arrange their methods and work to hold influence and retain popularity, find it difficult to do child-placing work in an impartial and unprejudiced way, to conserve the interests of all concerned. Practically all of these objections are met when the court declines to constitute itself a placing-out organization, and assigns all children needing such care to well-organized, permanently established, and State approved agencies not directly connected with the court.

Multnomah County, and in a measure all of Oregon, is already provided with approved child-placing agencies in the Boys' and Girls' Aid Society and the Catholic Children's Bureau. With additional funds for support, and a larger force of trained workers, these two organizations can care for all of this work properly and in accordance with the best modern methods. It is believed that if intrusted with this work, these organizations will render high-class and satisfactory service. Under adequate State supervision this can be assured for the future without any reason for fear or doubt of ultimate results.

For all of its work every Juvenile Court should seek high-class probation officers, and should demand that they have previous social training or experience before acceptance as agents of the people in this responsible relation. The standards have been too low; put them up where they belong. Good women and good men, even if they have served the party, are not necessarily suited to such work. Let judges rise above partisanship, and appoint on the basis of merit and fitness alone.

Other Organizations. Many other organizations are doing effective preventive work. Charity organization societies, humane societies, day nurseries, special kindergartens, settlement centers and Big Brother work, are types of these useful preventive agencies. They should have good management, liberal support, and high-class workers to carry on their activities. All child welfare work whether preventive or remedial, should have a larger place in the minds of the citizens of the State, and those who are actively engaged in it should find sympathy and cooperation everywhere.

IX

STATE ACTION PAST AND PROSPECTIVE

TWO acts of the Twenty-ninth Legislative Assembly were culminating actions resulting from a large amount of popular controversy over the care of dependent and delinquent children in denominational institutions. Citizens connected with other religious bodies objected to the expenditure of public funds for the support of children of these classes in Catholic institutions; while Catholic citizens as strenuously defended their claims to public funds under the provisions of the law of the State, and denied any special propaganda to win these non-Catholic children. To settle the controversy the Legislature decided to make no more appropriations of public funds to private institutions; and to provide for a large number of children who presumably would be turned out of the private institutions when the new law went into effect, proposed to erect a State institution into which they might be received.

The writer and the Commission have no desire or intention to enter at all into the merits of this controversy, much less to take sides in this report for one set of citizens against another. But it is necessary to consider these two acts of the Legislature, and their bearing upon types of child-caring institutions and future child welfare work in Oregon.

State Appropriations to Private Institutions. The Twenty-seventh Legislative Assembly, 1913, passed an act for the "support of homeless, neglected and abused children, foundlings and indigent orphans under the age of 15 years now being cared for or who may hereafter be cared for by benevolent or charitable institutions in this State."

The rates of compensation are indicated as follows: "State aid at the rate of eight dollars (\$8.00) per month for each child of any of said classes over five (5) years of age and at the rate of ten dollars (\$10.00) per month for each child of any of said classes not over five (5) years of age."*

Under this statute in 1917 four Catholic and seven non-

* General Laws of Oregon, 1913, Chapter 300, Sections 1 and 4.

Catholic child-caring institutions received State aid, the total aggregating \$60,943, which was 46 per cent of the cost of maintenance of these institutions. The action of the Legislative Assembly of 1917, entirely cutting off this partial State support, is worded as follows:

It is hereby declared to be the policy of the State of Oregon that, after December 31, 1918, no public funds shall be appropriated or expended for the care or support of any dependent, delinquent or defective child, unless such child is cared for and supported by and in an institution owned or maintained wholly by the State.*

In regard to this action several things may be said, without in any way entering into the controversies which led to its passage.

1. Private institutions are such only in name. They are parts of the social provision made by the people of the State for the unfortunate, destitute, or abnormal; and while managed by self-perpetuating boards, are doing at least semi-public service. Whether their support is wholly from the donations of a group of philanthropic citizens, or in part from public funds, does not change their character. They are properly subject to State supervision as they deal with the State's immature citizens; and such supervision should cover both the right expenditure of money and the right care and training of the children.

2. Nearly all of the commonwealths in the United States recognize the above relations, and appropriate considerable sums from public funds for the entire or partial support of what are called private institutions. The States of Illinois, Minnesota and Massachusetts, as a settled policy, appropriate no public funds to the support of private institutions. A few State constitutions forbid appropriations to sectarian institutions. Other states, from time to time, cut off such support, either from all or a part of the private institutions thus previously aided, but because of real necessities that faced them, receded from that position, and restored the State aid, under wise restrictions and a more elaborate system of supervision.

3. The writer neither advocates nor favors public appropriations to private institutions, but realizes that in some states it may be advisable or even necessary to thus employ funds raised by taxation. The question is not one of right or wrong, but of expediency and desirability. It is a matter for the

* General Laws of Oregon, 1917, Chapter 339, Section 1.

Legislature to study and settle. No such appropriations should be made in lump sums, or "subsidies," but if granted at all should be for actual service rendered to children who are properly subjects for such expenditure, on a per capita basis, and under adequate State supervision. It should be remembered that the Legislative action under review cutting off all appropriations to child-caring agencies and institutions, removes the small measure of State supervision previously given to private organizations receiving State aid; and all private child-caring work will be absolutely unsupervised unless some new form of supervision is provided.

4. As an ideal it is possible to obtain the entire support of all dependent classes, including children, from the results of an equitable taxation of the entire population of the State. As a matter of practice such an ideal can not easily be made operative. Even Oregon is not well prepared for such advanced action. And if the action were ordered, the order could not be carried into effect, for lack of prepared systems of taxation, institutions for all of the varied classes, and trained workers to efficiently do the work. Private institutions and the generous contributions of private philanthropy will be needed for many years to come.

5. There are also large and important benefits derived from the stimulation of private philanthropy. Private institutions are usually produced by the generous gifts of one or many individuals to the welfare work of the State; and their annual contributions to maintenance funds are a continual testimony to their warm sympathy and good will. The State would lose far more than mere money if these perennial springs of humane helpfulness were dammed or rendered unnecessary.

6. If this action stands it probably will not result in the officers of State-aided institutions turning out of doors the children now in care. The institutions will appeal urgently to their constituencies for help to bear their larger financial burdens. This appeal may prove a blessing in disguise, and reveal friends and resources more numerous and larger than previously were known. Many leading social experts believe that all private institutions should be entirely supported by private funds. Cutting off State aid will probably stimulate private giving, and the institutions be better off without it.

7. It might be well in this connection to call attention to the fact that on the average it costs the State about \$100 per capita per year more to care for children in public institutions than for equally good care in private institutions. The politician may not be moved by this economical argument, but it will appeal to the taxpayer. This same fact appears in studies in other states—public management is less economical than private. Many institutions ought to be under public management, whatever the cost; but there also is a field and a work for private institutions. Under proper and efficient State supervision very few will develop any characteristics that should offend any sensible citizen.

Home for State Wards. On the supposition that cutting off State aid from private institutions will make necessary additional State provision for a large number of children, a bill was passed in 1917 for a new institution, which can best be described by quoting the essential portions of the act itself:

Section 1. The State Board of Control is hereby authorized to proceed within 60 days after this act shall become a law, to locate a site for a home for dependent, delinquent and defective children, to be known as the Home for State Wards, at some point within the city of Portland, in Multnomah County, Oregon, or within five miles from the corporate limits of said city, and shall contract for and purchase in the name of and for the State of Oregon, at the place selected for said home, a suitable tract of land for the establishment of such home and for purposes connected therewith.

Section 2. After acquiring title to the real estate for the use of said home, the said Board shall cause the same to be suitably graded and laid out and shall cause to be erected thereon all buildings and other structures, which may be deemed necessary to the establishment and equipment of a home for dependent, delinquent and defective children, according to modern advanced and practical methods for conducting such institutions, and planned with the view to the future building of additions thereto, or of other buildings or structures when the same shall be required. * * *

Section 4. The Home for State Wards shall be a home for all dependent, delinquent and defective children of the State who shall be committed thereto by the properly authorized officers of courts of the State.

Section 5. For the purposes of carrying out the provisions of this act, there is hereby appropriated out of any funds in the State treasury, not otherwise appropriated, the sum of \$200,000 or so much thereof as may be necessary.

Section 6. This act shall be submitted to the legal voters of this State for their approval or rejection at the next regular biennial election in November, 1918, in the same manner as provided for the submission of proposed laws under the initiative, and shall become a law at such time if approved by the majority of the legal voters voting thereon.*

There are many and unanswerable objections to this bill, and the people of Oregon should weigh them carefully before election day comes. The proposition has been put up to the

* General Laws of Oregon, 1917, Chapter 421, Sections 1, 2, 4, 5, 6.

taxpayers themselves, by the Legislature, and they will be responsible if the bill becomes a law. Let us frankly face the matter together.

1. The proposition calls for a single institution for "dependents, delinquents and defectives." From the viewpoint of modern social experts, such a combination is an administrative monstrosity and a practical and economical impossibility.

The three classes require very different plants, equipment, care, treatment, discipline, education, and staffs of workers. Nearly 100 years ago agitation started to secure separate and suitable institutions and influences for delinquent boys and girls, so that they might be reformed rather than ruined; and the first institution of this sort was established in New York in 1825. A similar effort was made about the middle of the nineteenth century in behalf of the feeble-minded. Hundreds of them were then kept in orphanages, poorhouses, jails, prisons and insane asylums, and others were at large in the communities. About 1847 the State of Massachusetts established the first American institution for the separate care of the mentally deficient, a method now universally accepted as necessary. To establish in Oregon an institution for the combined care of "dependents, delinquents and defectives," in 1919, is to turn back the clock of progress nearly a century.

If its advocates argue that it is not intended to combine the care of the three classes in the same buildings, it is sufficient to say that the bill provides for no separation. The bill expressly calls it a "Home for State Wards." It is a single institution. Indeed, if separation were made "according to modern advanced and practical methods," there would be required not one institution but three.

To erect such an institution "according to modern advanced and practical methods for conducting such institutions," is economically impossible. It is now everywhere thought necessary to have large tracts of arable land as sites for "Homes" for both delinquent and defective children, if "advanced" methods are to be used. For the proposed institution a suitable site "within the city of Portland, * * * or within five miles from the corporate limits of said city," would be hard to find, and if found would be held at a prohibitive price.

What would be needed? Well, the institutions for delin-

quents and defectives now owned and operated by the State, contain about 1,200 acres of land. Should the proposed institution for three classes have less? Now, a tract of not less than 1,000 acres of land, of the select sort required for high-class work, in the location named would cost at least \$500,000. Then the Board of Control would have to "cause the same to be suitably graded and laid out and shall cause to be erected thereon all buildings and other structures."

The bill designates no definite capacity, but if erected at all there would be need for accommodations for 100 to 200 of each class; a total perhaps of 500 inmates at the very least. Modern buildings will cost on the average over \$1,000 for each child for whom sleeping accommodations are provided. Oregon faces then the necessity of raising for the new institution not less than \$500,000 for buildings alone. With the cost of site, not less than an outlay of \$1,000,000 is involved. The initial appropriation of \$200,000 is therefore only the first nibble before the bite.

But suppose "modern advanced and practical methods" ultimately prevail, and the three classes are separated into as many institutional groups, requiring as many sets of buildings, increased acreage for sites, additional cost of plants and equipment, and sets of officers and workers each adapted to service in its own group. This would mean the erection not of one institution but three, even if one name, "Home for State Wards," was retained, and a general superintendent put in charge. And the cost would be at least 50 per cent over the above estimate.

But the whole project ignores the fact that Oregon now has three excellent institutions for delinquents and defectives near Salem; the two Training Schools, and the Institution for Feeble-minded. Common sense and instinct for economy would say enlarge these institutions to meet prospective needs rather than erect a new institution for the same classes. The State possesses large and valuable sites of arable land, administration buildings are in use, systems of work are established, superintendents and staffs of workers are employed; and for enlargement the only necessity is the erection of additional "cottage units" according to the future needs of the work. For delinquents and defectives no new institution is needed.

Nor is there need for a new State institution for dependents. It will be rationally and economically better to make use of the institutions now existing, and in the main doing creditable work, even if they are under private management, than to needlessly tax the people of the State hundreds of thousands of dollars for a new institution for this class. In a real sense these private institutions are now State institutions. They have been authorized and incorporated under State laws. They have been founded and erected by Oregon citizens. They are now managed and supported by Oregonians; mainly, by the free-will offerings of the humane and charitable. Here as in the case of the other classes, the rational safe-guarding of the public interest lies in the inauguration and maintenance of adequate State supervision, and the economical argument calls for enlargement and improvement of existing plants, and the increase and betterment of working forces, rather than the initiation of new projects. To say nothing of the possible enlargement of capacity of the institutions for continued care, the coming increased demand for service can be met by one organization. Give to the Boys' and Girls' Aid Society sufficient financial support, and require of the society the best type of modern child-placing in families, which it will gladly guarantee, and this one organization by boarding-out and free home placement methods can take care of all probable increase in the number of dependents for many years to come.

Juvenile War Dependents. The proper care of juvenile war dependents is a sacred obligation resting upon the people of every State in the Union. This obligation appeals to every right minded citizen, and it will be loyally met by our people everywhere. The vitally important thing, however, is that our duty shall be discharged so as to secure both the interests and the happiness of those mothers and children who may need assistance.

The care of these dependents should first of all be recognized as a family problem. The interests of mothers and children ought not to be considered separately, save in the few cases where the mother is morally or mentally unfit to care for her own child. The families of our nation's defenders, and of all those in government service in war matters, should be kept together in all possible cases.

The American Red Cross has been officially designated as the national organization responsible for the care of families or individuals who become dependent through the effects of the great war. This portion of the work of the American Red Cross has been named its home service. Its responsibilities are met through home service sections which are a part of each Red Cross Chapter. The work is under the direction of the Department of Civilian Relief.

Home service has assumed responsibility for the welfare of the families of men in all branches of the service—the regular army, the navy, and all allied corps of workers; soldiers, sailors, marines, men of the aviation corps, engineers, and the families of doctors, orderlies, ambulance drivers, and men and women attached to hospital units as nurses; also of the families living in this country of soldiers or sailors of any of the allied forces; and finally the families of civilians who have been wounded or killed as the direct result of war activities.

In carrying on this work provision has been made for cooperation with the various social and religious agencies of all communities. The Director General of the Department of Civilian Relief, in the Manual of Home Service, has issued the following instructions: "It is important to work out with each church, each society, each settlement, and other social agencies, a thoroughly understood and agreeable cooperation. The work of each should be joined to the others with a constant, sympathetic regard for the feelings and welfare of the families receiving home service."

This implies regular and systematically arranged cooperation of the Red Cross with both agencies for child-placing in families and institutions for continued care. Some juvenile war dependents will be left without near relatives, and the organizations will be called upon to provide for them. This should be done by use of family homes in all possible cases, and institutional care should be resorted to only in special and abnormal conditions.

Placing-out in family homes is peculiarly adapted to the needs of the children of soldiers and sailors who may lose their lives or be disabled by the war—first, because many soldiers and sailors have relatives or friends who stand ready to give a home to their children in case of need; and second, because

of the general interest and good will of the people toward the defenders of our country and their families. Under such conditions there will be no difficulty in finding choice homes for war dependents who are proper subjects for child-placing.

It is distinctly the policy of the Red Cross Department of Civilian Relief to minimize the institutional care of war dependents; but in special cases and conditions, notably those who are delinquent, mentally defective, crippled, or so diseased as to need hospital treatment, institutions must be used. But the plants of existing institutions should be utilized to full capacity before erecting additional establishments.

However, it will be the policy of the Red Cross not to separate juvenile war dependents from their mothers except in cases of absolute necessity. If there is a good mother, ample provision shall be made to enable her to maintain herself and her children, and to care for them in their own home. Any temporary assistance required will be furnished by the Red Cross, while permanent aid, perhaps full support, will be provided by the Federal Government in the form of insurance and compensation, or by the State in the form of a "mother's pension," or some form of "assistance to mothers of war dependents." *

Tentative State Program. Oregon already has large child welfare resources in institutional buildings, endowments, agencies, societies, and a multitude of interested and devoted people who are giving their time, thought and money for the benefit of the children of the State. What is most needed now is to coordinate these resources and bring them into more efficient cooperation. The best way for this to be done is to interest all in something to be accomplished. The following tentative program is presented, to stimulate interest and action, and to prepare for this desired union of forces.

1. State leaders in child welfare work should take effective measures to secure the active union and cooperation of all officers and organizations related to child welfare—children's aid societies, societies for the prevention of cruelty to children, charity organization societies, settlement centers, day nurseries, women's clubs, parents' and teachers' associations, child labor bureaus, juvenile courts, public and private institutions for dependent, delinquent and defective children, public school boards and teachers, pastors and churches, practical psychologists, dental, medical and surgical practitioners of all schools, State and city bar associations, county attorneys, the Governor and other State officers, and the members of successive Legislatures.

* Condensed from *Child-placing in Families*, op. cit., pp. 188-192.

City, district, and State conferences, the distribution of printed matter, and courses of lectures and addresses, will be found helpful in raising standards and in securing the betterment of conditions.

2. There should be hearty support of the preventive measures and agencies mentioned in Section VIII, which are but samples of many, that are not named or discussed, as well as of the remedial and custodial institutions for dependent, delinquent and defective children.

3. The social workers of the State should be made to realize that the public interest will best be subserved, and the welfare of all classes of children best be secured, when each child-saving organization has a definite function and sticks to it, doing only the work it is specifically organized to do, in cordial and systematic cooperation with all other agencies and institutions.

4. A number of enlargements and improvements recommended in various places in this report, should be urgently advocated before the authorities and the Legislature, until they or their equivalents are accomplished facts and are in actual operation:

a. Multnomah County should erect at Portland a new and modern Juvenile Court building, with court rooms, probation offices, medical and psychological examination rooms, and ample quarters for Detention Home work, adequately segregating the delinquents from the dependents, as many progressive cities of similar population already have done.

b. The State Training School for Boys should be enlarged and improved by the addition of several "cottages" on the present site, with other desired equipment and an increased force of trained workers; or by removing it to a new site and erecting for it a modern "cottage" plant.

c. The Industrial Training School for Girls should have at least two new "cottages" at once, increased equipment, and an enlarged staff of trained and experienced teachers and workers.

d. The Institution for Feeble-minded should be doubled in capacity within five years; and it may be found advisable to erect another institution for this class in the eastern part of the State.

e. The Schools for the Deaf and the Blind should have increased resources and capacity, and enlarged expert faculties.

f. The writer endorses the suggestion of leading educators that in the selection of the superintendents for the State Training School, the State Industrial School for Girls, the Oregon School for the Blind, and the Oregon School for the Deaf, the Superintendent of Public Instruction should have an advisory relation, in order that the education in these schools shall come under the same supervision as the public schools of the State.

5. The State should have a reformatory for delinquent boys over 16 and adult first offenders under 30 years of age. This may be done by founding a new establishment, or by taking over the present plant of the Training School for Boys. In the latter case the institution for the younger delinquent boys should be given a new site, on which should be erected a modern "cottage" plant.

6. Oregon greatly needs and at the earliest possible day should have a Children's Orthopedic Hospital. Portland physicians now actively engaged in practice among children suggest that the institution should be a Home and Training School for Crippled and Deformed Children as well as an orthopedic hospital. To create and adequately endow such an institution would be an ideal way for some large-hearted Oregonian to honorably perpetuate his name and keep his memory forever green.

7. In practical child welfare work there is a great lack of proper social diagnosis or "case study." It would be helpful if some general forms or blanks for this work were widely distributed among the agencies and institutions; and better still if a general agreement could be entered into for case study of every child handled or received in an institution.

8. There is an equal lack of adequate records of child-caring work. Part of the trouble can be remedied by a State supervisory board or com-

missioner, in furnishing forms for reports and requiring accurate and detailed statistics. But this work covers only a part of what is needed for good records; and there should be a definite propaganda for uniform and adequate records in every child-caring organization in the State.

Prospective Legislation. The laws of Oregon relating to children, especially those concerning dependents, delinquents and defectives, are involved, chaotic, insufficient, and in some cases contradictory, as they are in many states. They should be simplified, systematized and harmonized, with such additions as are necessary to carry on child welfare work on modern lines and by modern methods. Two special lines of action are recommended to meet the situation:

1. The State should enact a general child welfare law at its next session, covering the most pressing and essential matters relating to court work, the care of dependent and delinquent children, and better State supervision of child welfare work. A bill for such a law is presented for consideration as the closing section of this report.

2. The State should create a special State Commission to prepare a Children's Code, to embody, classify and systematize all Oregon laws relating to children, and the preventive measures that can be operated under statutes. Ohio completed such a code years ago. Minnesota adopted an admirable code in 1917; Missouri is now engaged in completing a code, after several years of study. Other states are taking up the matter. Oregon as a progressive commonwealth ought to be in the van in this important action. As in other states, no doubt able citizens would gladly serve on the Commission without compensation. But the State should provide a small fund to cover mileage and other traveling expenses in the prosecution of the work, and for clerical work and transcribing of laws and bills. Also for printing the code when finally prepared. The Commission should be given two years to prepare the code, and it should be reported directly to the Legislature for approval.

X

A GENERAL CHILD WELFARE BILL

The bill here presented, in the main, is to add another to the many child welfare laws on the statute books of Oregon, rather than to take the place of any essential laws now in existence. In a very few matters there may be a slight conflict with laws now on the books, but generally where this bill touches the same subjects it is to clearly designate proceedings and relations under present statutes, and not to replace them with other and different procedures. Its main purpose is to add several very important matters never heretofore acted upon by the Oregon Legislature, and shown by the preceding pages to be desirable.

The Juvenile Court law is one of the laws whose realm is touched in this bill, by paragraphs on commitments and other matters, but the commitments are already recognized by statutes, and the purpose of inclusion here is to express and define a system in relation to dependent and delinquent children.

Guardianship of the persons of such children is already recognized in the statutes of Oregon; but here is brought out definitely in relation to the classes and institutions under consideration. The proceedings for adoption are already on the books, although some points of procedure are not plain; and here again certain points are made clear about the adoption of children of these classes, especially those who are connected with the institutions.

The larger part of the present bill is, however, entirely new matter, not previously legislated upon in Oregon, but following the lines of similar provisions in a number of the most progressive states. The main body of the bill is devoted to methods of procedure for the organization and State approval of child-caring agencies and institutions; the definition and the regulation of commercial maternity homes; adequate supervision of child welfare work; and satisfactory records and annual reports of agencies and institutions.

This bill is not to make unnecessary, or to take the place of the proposed Children's Code, but is merely preliminary, a

working basis to be included after suitable revisions in the code later to be completed.

The writer is indebted to Attorneys M. A. Zollinger and Clarence H. Gilbert, of Portland, for advice and assistance on numerous points in the bill. He also gratefully expresses his thanks to members of the Child Welfare Commission for suggestions in regard to the proposed Board of Children's Guardians and other important matters. With the best wishes of its author for the splendid State of Oregon, and for progress and improvement in all of its child welfare work, the bill is submitted for the consideration of the people and their representatives in the Legislature.

A BILL FOR AN ACT

For the care and protection of children; defining child dependency and delinquency; providing for court commitments and guardianship of the persons of dependent and delinquent children; authorizing private agencies and institutions for the care of children of these classes; arranging consent to their adoption; regulating child-placing in families; defining and regulating lying-in homes; and providing for State supervision, records and reports for such child welfare work.

Be it Enacted by the People of the State of Oregon:

Section 1. Child dependency shall be defined as follows:

Sub-section 1. Persons of either sex under the age of 18 years, who for any reason are destitute, homeless, or abandoned; or are dependent upon the public for support; or have not parental care of guardianship; or who are found begging or gathering alms; or are found living with any vicious or disreputable persons; or whose home by reason of neglect, cruelty, drunkenness, or depravity on the part of parents, guardians, or other persons in whose care it may be, is an unfit place for such children; and any persons under 14 years of age who are found peddling or selling any article, except as permitted under special child labor regulations; or persons under 14 years of age who are found playing musical instruments upon the street to induce the giving of gratuities, or who accom-

pany or are used in aid of adult persons in so doing, shall be classed as dependent children.

Sub-section 2. Persons of either sex under 18 years of age whose parents or guardians neglect or wilfully fail to provide for them; or allow them to have vicious associates, or to visit vicious places; or fail to exercise proper parental discipline and control over them—are classed as neglected children. It shall be the duty of court and other public officers to labor with the parents or guardians of such children, and if possible induce them to perform their neglected duties. Subsequent to suitable efforts to compel the parents or guardians to rectify said neglect, and in event of the failure of such efforts, neglected children shall be classed as dependents.

Section 2. Child delinquency within the meaning of this act shall be defined as follows: Persons of either sex under the age of 18 years who violate any law of the State, or any city or village ordinance; or persistently refuse to obey family discipline; or are persistently truant from school; or associate with criminals or reputed criminals; or are growing up in idleness and crime; or are found in any disorderly house, bawdy house, or house of ill-fame; or are guilty of immoral conduct; or visit, patronize, or are found in any gaming house or in any place where any gaming device is or shall be operated; are hereby classed as delinquent children; and shall be subject to the legal relations and provisions of the Juvenile Court law and other laws for the care and control of delinquents; *provided, however,* that so far as possible all children under 14 years of age accused of any of the above delinquencies, until a court hearing takes place shall be regarded as neglected or dependent children, and shall not be arrested, although on petition they may be detained for their own and the community's welfare; and that none shall be classed as delinquent until their cases have been passed upon and an appropriate order entered therefor by a court of competent jurisdiction.

Section 3. Commitments by competent courts of the State under regular procedure as required by law, shall be defined as follows:

Sub-section 1. Courts of competent jurisdiction upon proceedings as provided by law, shall commit dependent or delin-

quent children to appropriate State and county institutions, or to suitable private child-caring agencies, societies, or institutions, that are duly and properly licensed as hereinafter provided. Such commitments of the courts shall be of two kinds or grades, temporary or permanent; and each order shall definitely specify to which kind or grade the commitment belongs.

Sub-section 2. Temporary commitments shall be made when the court for good and sufficient reasons decides that final adjudication of the case must be delayed, or that the child or children involved can reasonably be expected to soon return to ordinary home conditions in their own families; and in temporary orders of commitment guardianship of the persons of the children shall remain with the court, and children under such orders may be recalled by the court for further action at any time.

Sub-section 3. Permanent commitments of dependent or delinquent children shall include and bear with them guardianship of the persons of such children; and the State or county officials or other persons charged with the control and management of the public institutions to which the commitments are made; or the responsible trustees, managers, or officers of the private agencies, societies, or institutions to which the children are thus assigned, shall be accountable for the personal welfare, guidance, and supervision of such wards during their minority, or until they are otherwise disposed of by subsequent orders of courts of competent jurisdiction.

Sub-section 4. No children shall be committed to any private child-caring agency, society, or institution, unless the same be duly incorporated under the laws of the State, as provided by statute, and unless such corporation shall be duly licensed for that purpose as hereinafter provided.

Section 4. The organization and control of private child-caring agencies and institutions shall be as follows:

Sub-section 1. Agencies, societies, or institutions under private management, organized for the rescue and temporary care of dependent and delinquent children and the placement of such children in family homes or in special institutions; or

established as orphanages and homes to provide temporary or continued care for such children, shall be incorporated or chartered on application to the Secretary of State, after such application has been approved by the Board of Children's Guardians.

Sub-section 2. Such private child-caring agencies, societies, or institutions, shall be organized by the association of not less than five responsible citizens of the State as a board of trustees or managers, and the formation of a society, corporation, or institution on the lines hereinafter designated to secure the approval of the Board of Children's Guardians.

Sub-section 3. The approval of the Board of Children's Guardians of a proposed child-caring organization shall be based upon reasonable and satisfactory assurance upon the following points:

- a. The good character and intentions of the applicants.
- b. The present and prospective need of the service intended by the proposed organizations.
- c. The employment of capable, trained or experienced workers.
- d. Sufficient financial backing to insure effective work.
- e. The probability of permanence in the proposed organization or institution.
- f. That the methods used and the disposition made of the children served will be in their best interests and that of society.
- g. Wise and legally drawn articles of incorporation or institutional charters, and related by-laws.
- h. That in the judgment of said State authority the establishment of such an organization is desirable and for the public welfare.

Sub-section 4. No private child-caring agency, society, or institution, shall receive a certificate of incorporation or institutional charter from the Secretary of State, nor shall any proposed or heretofore unincorporated agency, society, or institution engaged in child-helping work receive one, unless there shall first be filed with the Secretary of State the commendatory certificate in relation thereto of the State Board of Children's Guardians. Any violation of this section by any

attempt to evade the securing of such certificate shall be a misdemeanor punishable by a fine not exceeding one hundred dollars (\$100.00). The Board of Children's Guardians shall charge no fee for the examination of a proposed agency, society, or institution, or one heretofore unincorporated, and the fee for the certificate of recommendation shall be limited to one dollar (\$1.00) and the fee to the Secretary of State for the approval of the articles of incorporation or charter shall not exceed five dollars (\$5.00).

Sub-section 5. All child-caring agencies, societies, or institutions legally incorporated or chartered in this State previous to the passage of this act, shall be subject to all of its requirements, except such as relate to forms of organization and the obtaining of articles of incorporation or charters; and all amendments to previously approved articles of incorporation or previously granted charters, shall take the same course and meet the same requirements as are provided in regard to new and original articles of incorporation or institutional charters.

Sub-section 6. All private agencies, societies, or institutions incorporated or chartered under this act, or previously incorporated or chartered and approved under this act, and engaged in child-caring work, including the taking of children into guardianship, the placing-out of children in family homes, and the temporary or long continued institutional care of children, shall obtain annually from the Board of Children's Guardians, a certificate of approval authorizing their work, subject to the following regulations:

(1) The Board of Children's Guardians shall use the eight points of excellence enumerated in sub-section 3 of this section, as the basis of judgment in the granting or withholding of such certificates.

(2) In order that this requirement shall cause no financial hardship to any worthy institution, the fee to be paid for such certificates to the Board of Children's Guardians shall be limited to one dollar (\$1.00).

(3) Any organization engaging in child-caring work without such certificate of approval shall be guilty of a misdemeanor, and punished by a fine of not less than ten dollars, (\$10.00), nor exceeding one hundred dollars (\$100.00), for each child

placed-out or made an inmate of an institution, during the time it operates without such certificates of approval, said fine to be assessed by any court of competent jurisdiction upon presentation of evidence of such action.

Sub-section 7. The provisions of this act shall apply to private institutions for the combined care of adults and children, where the work for children includes more or less of continued care, and the character of the institution is charitable and altruistic and not for financial gain or profit.

Section 5. Commercial lying-in or maternity homes shall be defined and regulated as follows:

Sub-section 1. As used in this act, a lying-in or maternity home shall be held to mean a house or other place maintained and conducted for the care and treatment of women during pregnancy and subsequent to the birth of children for pay, and usually advertised for such work and the disposition of unwanted children. Any place in which such work is done, and in which within six months two or more women are treated during pregnancy, or after delivery, except women related to the owner or proprietor of such place by blood or marriage, shall be accounted a lying-in home.

Sub-section 2. The Board of Children's Guardians, shall have power to grant licenses to persons or organizations to maintain lying-in homes or maternity hospitals, *provided*, such institutions are deemed necessary, the physical and medical facilities offered are adequate, and the personal character of the applicants warrants expectation of creditable and efficient service. No license for an institution of this kind shall be given for a longer period than one year, and the fee for its issuance shall be limited to one dollar (\$1.00).

Sub-section 3. Institutions of this class shall not place-out children in private homes for adoption or to be reared as members of families, unless on application to, and examination by the Board of Children's Guardians, any such licensed lying-in home shall also be considered capable of doing satisfactory child-placing, and shall receive a certificate of approval as a child-placing agency.

Sub-section 4. Any violation of the provisions of this act

by lying-in or maternity homes, or the establishment of such institution, or the continuance of any persons in such business, without a license from the Board of Children's Guardians, shall be a misdemeanor punishable by a fine of not less than ten dollars (\$10.00) nor more than one hundred dollars (\$100.00).

Sub-section 5. The provisions of this section shall not be interpreted as referring to general or special hospitals in which maternity work is but a fraction of the service rendered, and the care of children only brief and accidental; nor to charitable and altruistic institutions not operated for financial gain or profit, and whose status is provided for in Sub-section 7, Section 4, of this act.

Section 6. Guardianship and consent to adoption for dependent and delinquent children shall be held or given as follows:

Sub-section 1. Incorporated private child-caring agencies, societies, or institutions, duly licensed under the provisions of this act, shall be the guardians of the persons of all dependent or delinquent children committed to them through permanent orders by courts of competent jurisdiction. They may retain such children in institutional care, or may place them in private family homes, either temporarily or as members of families; and where they deem such action proper and desirable, may consent in loco parentis to the legal adoption of such wards.

Sub-section 2. Such agencies, societies, or institutions may receive needy or dependent children from their parents or legal guardians, for special, temporary, or continued care; and the parents or guardians may sign releases or surrenders giving to such organizations guardianship and control of the persons of such children during the period of such care, which may be extended until the children arrive at legal age; *provided, however*, that such releases are understood not to surrender the rights of such parents or guardians in respect to the adoption of such children, and do not entitle such organizations to give consent to the adoption of said children; and that any entire severance of family ties by adoption or otherwise be accomplished only by the order of a court of competent jurisdiction; and *provided, further*, that it shall be unlawful to present a child surrendered to an agency, society, or institution, by a

parent or parents or a guardian, for a court to pass upon the adoption of said child, until at least six months have elapsed after the signing of said surrender.

Sub-section 3. Parents or legal guardians of children whom they have by releases or surrender agreements given into the guardianship of incorporated child-caring organizations, subsequent to such action may waive their right to personal appearance in court in matters of the adoption of said children, and file their appearance and consent by a duly signed and attested certificate, which the court shall recognize as a valid basis for judicial consent in such cases.

Sub-section 4. In the adoption of a ward of a private agency, society, or institution, to give formal consent to such adoption, it shall be required that such organization shall file with the clerk of the court in which the adoption proceedings are pending, three documents as follows: (1) A copy of an order of a court of competent jurisdiction formally and permanently assigning the child to its guardianship, or, for the information of the court, a copy of a written surrender from a parent or parents or a guardian; (2) a written statement showing that sufficient and satisfactory investigation of the adopting parties has been made, and recommending them; and (3) a written formal consent by the organization to the proposed adoption.

Sub-section 5. When foundlings or other abandoned children, whose parentage is unknown and who have not been assigned by a permanent court order to any child-caring organization, are presented for adoption, the judge having competent jurisdiction in the county of the residence of the parties desiring to adopt, or the judge in the county where are located the headquarters or institution of the society or institution having the child in care, may record his consent to the adoption in loco parentis.

Sub-section 6. The court consenting to and consummating the adoption of any foundling, abandoned, or illegitimate child, at his discretion may require that all papers relating to the personal history of such child, or its family history if any is of record, be sealed and filed in the county archives, to be unsealed only on judicial order.

Section 7. Child-placing in families in the State of Oregon shall be regulated as follows:

Sub-section 1. Child-caring agencies, societies, or institutions, in placing-out wards or other dependent or delinquent children in private families, shall safeguard their welfare by the thorough investigation of each applicant and his home and its environment; shall carefully select the child to suit the new relationship and location; and shall personally and adequately supervise each home and child until the latter returns to the direct care of the organization, or if permanently placed receives legal adoption or attains legal age.

Sub-section 2. All children placed-out in private families, shall be, so far as it is practicable, located with those of the same religious faith as that held by the children themselves, or their parents.

Sub-section 3. The Board of Children's Guardians may at its option require any child-caring agency, society, or institution, to divulge the locations and relationships of any or all of its placed-out children; and these may be visited by the Board's members or agents to ascertain the condition of such children, or the quality of the child-placing work done; *provided, however*, that the location and relationships of placed-out children shall be confidentially held by the board and its agents, and only revealed when the welfare of the children requires such action, on order of a court of competent jurisdiction.

Sub-section 4. Private individuals, including midwives, physicians, nurses, hospital officials, and all officers of unauthorized institutions, are forbidden to engage in child-placing work; except that relatives of the first and second degrees may thus provide for children of their own blood; and violations of this restriction shall be punishable by a fine of not less than ten dollars (\$10.00) nor exceeding one hundred dollars (\$100.00) for each offense.

Sub-section 5. No person or agent, or agency or institution, of another State shall place a child in a family home in this State without first having furnished to the Board of Children's Guardians such guarantee as the board may require, against disease, deformity, feeble-mindedness, and delinquency, and against the child becoming a public charge within five (5) years

from the date of such placement. Any person or organization violating this provision shall be guilty of a misdemeanor and shall be punishable by a fine not exceeding one hundred dollars, (\$100.00) for each offense.

Section 8. Adequate supervision of child welfare work in Oregon shall be secured by the following provisions:

Sub-section 1. There shall be a State Board of Children's Guardians, consisting of seven (7) members, with full powers to carry out the provisions of this act, and constituted as follows:

The Governor of the State, the Secretary of State, the State Treasurer, the State Superintendent of Public Instruction, and the Secretary of the Board of Inspection of Child Labor at Portland, shall be members of the Board of Children's Guardians *ex officio*.

One member of the board shall be a member of the faculty of the University of Oregon, to be selected at the beginning of each biennial period by the President of the University; and such appointee shall be an expert in psychology or sociology.

One member of the board shall be a physician, to be selected at the beginning of each biennial period by the President of the State Medical Association; and such appointee shall be a specialist in child hygiene or in children's diseases.

In case of vacancies occurring in the appointive membership of the board, new appointments shall be made by the same officers for the remainder of the biennial term; and all appointees shall be eligible for successive appointments.

Sub-section 2. The Board of Children's Guardians shall serve without compensation, save traveling and other necessary expenses when actually on duty as members of the board.

Sub-section 3. The board shall hold meetings quarterly for the transaction of business, and may hold special meetings as the necessities of the State work require. At any meeting four members shall constitute a quorum.

Sub-section 4. The board shall appoint a secretary, who shall be its executive officer. The secretary shall be a trained social worker, shall devote his or her entire time to the work, and shall receive a salary of not less than two thousand dollars

(\$2,000.00) a year; and shall be allowed such assistants as are necessary for the efficient performance of the duties of the office.

Sub-section 5. Offices for the Board of Children's Guardians shall be provided by the State, in one of the State buildings.

Sub-section 6. For the biennial period beginning January 1, 1919, there shall be set aside from any funds of the State not otherwise appropriated, the sum of six thousand dollars (\$6,000.00) to cover the expenses of the Board of Children's Guardians during this period; which sum shall be drawn upon from time to time in the usual manner.

Sub-section 7. It shall be the duty of the Board of Children's Guardians, by its members or agents, to inspect and supervise all of the child-caring agencies, societies, or institutions, public or private, within the State. The board is hereby given right of entrance, privilege of inspection, and access to all accounts and records of work and children, for the purpose of ascertaining the kind and quality of work done, and to obtain a proper basis for its decisions and recommendations. Any violation of the rights given in this sub-section shall be a misdemeanor, punishable by a fine not exceeding one hundred dollars (\$100.00)

Sub-section 8. Inspection and visitation of child-caring organizations by the Board of Children's Guardians shall be made at unexpected times with irregular intervals between visits, and without previous notice to the agency, society, or institution visited. In addition to such official inspection, many other informal visits should be made.

The board and its agents shall advise agency and institution officers and workers in regard to approved methods of child care, best types of housing and equipment, and adequate records of agency and institutional work. The principal purpose of such visitation shall be to offer friendly counsel and assistance on child welfare problems, and advice on progressive methods and improvement of the service.

Sub-section 9. If any flagrant abuses, derelictions, or deficiencies are made known to the members of the board or its agents during their inspection of any child-caring agency or institution, or at any time are reported to the board by at

least two reputable citizens, the board shall at once carefully investigate the reports or rumors, and take such action as the matters require.

Sub-section 10. If any serious abuses, derelictions, or deficiencies are found in any State child-caring institution, they shall be reported at once in writing to the State Board of Control; if found in any other public institution, they shall be reported in like manner to the proper authority or governing board; and if such abuses are not corrected in a reasonable time, the same shall be reported in writing to the next session of the Legislature.

Sub-section 11. If any such abuses, derelictions, or deficiencies are found in any private child-caring agency or institution, such shall be brought at once to the attention of its trustees or board of management; and if not corrected in a reasonable time, the Board of Children's Guardians shall suspend or revoke the license of such agency or institution.

Section 9. Annual and biennial reports shall be made by agencies and institutions, and by the Board of Children's Guardians, as follows:

Sub-section 1. Each public or private child-caring agency or institution within the State shall make an annual report of its work to the Board of Children's Guardians, in such form and detail as the board shall prescribe. These reports shall include detailed statistics of all children served, financial statements of the expense of their care, the number and kind of workers employed, the value and condition of the plant owned or used, the amount of endowment or invested funds, and any other essential matters that may be indicated by the requirements of the board.

Sub-section 2. The Board of Children's Guardians shall prepare and supply to the various child-caring agencies and institutions the necessary printed blanks to record the desired information. All institutions or agencies included within the provisions of this act, shall conform their records to the statutory fiscal year of the State, and make their annual reports for years ending on the thirtieth day of each September. All annual reports required of agencies and institutions must be

filed with said board not later than October fifteenth of each year.

Sub-section 3. The Board of Children's Guardians shall from the reports of its members, inspectors, and visitors, and from the annual reports of the various agencies and institutions, prepare a comprehensive biennial report of child welfare work within the State, accompanied by special comments and recommendations; and such report shall be published at State expense for the information of the Legislature and for distribution among the people.

Section 10. It is further enacted that all laws or parts of laws, or provisions of laws, heretofore enacted by the Legislative Assembly of the State of Oregon, that conflict with the provisions of this act, are hereby repealed.

Section 11. It is hereby adjudged and declared that existing conditions in the State of Oregon are such that this act is necessary for the public welfare; and an emergency is hereby declared to exist, and the act shall take effect and be in full force and effect from and after its approval by the Governor.



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